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FY 1988

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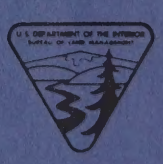

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STATUS REPORT

WILDLIFE AND FISHERIES PROGRAM

BUREAU OF LAND MANAGEMENT

FISCAL YEAR 1988

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Information Bulletin 89- 276

To: AFO's, SCD

From: Director

Subject: FY 1988 Status Report, Fish and Wildlife Program

Attached is a copy of the subject status report for FY 1988. Readers are cautioned against using this report as a means of rating or evaluating State programs or performance. The nature and complexity of issues, problems, priorities, and fish and wildlife resources varies so much by State that it is difficult to present graphically such differences.

Otherwise, we hope you find this report informative and useful. As stated on page 1, it is intended to provide a baseline from which to measure progress, needs, and accomplishments associated with implementation of Fish and Wildlife 2000.

Additional copies are being forwarded to each State Office under separate cover.

J. David Almand
Chief, Division of Wildlife
and Fisheries

1 Attachment
1 - Fish and Wildlife Program Status Report (48pp)

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STATUS REPORT

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FISCAL YEAR 1988

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I. INTRODUCTION

Purpose.

The purpose of this report is to provide an overview of the status, activities, and examples of accomplishments of the Bureau's wildlife and fisheries program. It provides a baseline from which to measure progress, needs, and accomplishments associated with implementation of Fish and Wildlife 2000, the Bureau's plan for the future concerning fish and wildlife resource management. By way of review, Fish and Wildlife 2000 is a strategic plan that:

- Describes goals and objectives for more efficient management of fish and wildlife resources
- Outlines the direction of the program between now and the year 2000
- Provides for increased understanding of the BLM's approach to management
- Provides increased understanding of the results of management.

It is designed to do 3 basic things: (1) bring a sharper focus to the Bureau's fish and wildlife program, (2) achieve a broader consensus as to where this program should be headed, and (3) provide a more businesslike approach to our program and our work on behalf of fish and wildlife resources.

It has thus far been successful in each respect.

This report is not designed to be used as a means of rating or evaluating State programs or performance. It is recognized that the nature and complexity of issues, problems, priorities and fish and wildlife resources varies by State. For this reason, it is difficult to present graphically these differences by State. Therefore, readers are cautioned against making such comparisons solely on the basis of the data and information herein.

Overview.

Congress has clearly defined the role and responsibility of the BLM. The Federal Land Policy and Management Act of 1976 (FLPMA), the Sikes Act, the Public Rangeland Improvement Act, the Endangered Species Act, and others, have focused on the importance of fish and wildlife resources and the need to manage these resources in combination with other uses for the benefit of people.

One of the positive impacts of FLPMA was to provide the Bureau with clear direction for inventory and management of fish and wildlife resources. This has enabled the Bureau to get a more accurate understanding of the variety and abundance of both game and nongame species and the extent and quality of their habitat. Land use planning under the direction of FLPMA has provided for better management of wildlife and fish resources which, in turn, is providing benefits to the public and the resources.

II. PROGRAM GOALS

The goals of the Bureau's wildlife and fisheries program are specified in Fish and Wildlife 2000. Highlights of these are:

A. Wildlife Habitat Management

Goal 1-Overall Habitat Management Program

Ensure optimum populations and a natural abundance and diversity of wildlife resources on public lands by restoring, maintaining, and enhancing habitat conditions through management plans and actions integrated with other uses of public lands through coordination with other programs, the States, by management initiatives, and through direct habitat improvement projects.

Goal 2-Big Game/Upland Game Habitat Management

Ensure that big game/upland game species on the public lands are provided habitat of sufficient quantity and quality to sustain identifiable economic and/or social contributions to the American people.

Goal 3-Waterfowl Habitat Management

Help perpetuate a diversity and abundance of waterfowl for the Nation by managing the wetlands and other habitats on the public lands that are of importance to the maintenance of this international resource.

Goal 4-Raptor Habitat Management

Provide suitable habitat conditions for birds of prey on public lands through the conservation and management of essential habitat components, including habitat for prey species, especially in areas where birds of prey concentrate during some period of the year, or in important habitats where populations are suppressed.

Goal 5-Riparian Area Management

Manage riparian areas to achieve a healthy and productive condition for long-term benefits and values, in concert with the range and watershed programs.

B. Fisheries Habitat Management

Goal 1-Anadromous Species

Provide and enhance the fisheries potential of anadromous fish streams in the Pacific Coast drainages so as to further contribute to the public use and enjoyment and to the economic stability of coastal communities and to the recreational and commercial fishing industries.

Goal 2-Resident Species

Manage habitat for resident species that spend all or part of their life cycles on public lands and that are of high economic, social, or scientific value to local communities or the Nation. This includes both warm and cold water resident species, such as bass, rainbow and cutthroat trout, and fishes in the Desert Southwest.

C. Threatened and Endangered Species Management

Goal 1-Listed Species

Increase populations of T/E plants, fish and wildlife on lands managed by BLM and restore species and populations to historic ranges, consistent with BLM land use plans, after consultation with Federal and State wildlife agencies.

Goal 2-Candidate Species

Manage the habitat to maintain populations of plants and animals at a level which will avoid endangering the species and/or the need to list the species as T/E by either State or Federal governments.

Goal 3-Special Habitats

Conserve rare, vulnerable, and representative habitats, plant communities, and ecosystems.

D. Internal Coordination and Support

Goal

Increase the total value of multiple uses of public lands, and sustain viable populations of fish and wildlife by maintaining or improving their habitats through full consideration of these resources in other BLM resource programs.

E. External Consultation

Goal 1-Outreach Program

Demonstrate that the Bureau has the expertise and capability, and, in fact, is effectively managing fish and wildlife habitats in a multiple-use context.

Goal 2-Cooperation with Other Federal Agencies

Enhance Bureau cooperative relationships with other Federal agencies through frequent consultation and coordination.

Goal 3-Cooperation with Commodity Groups

Develop and nurture constructive relationships with non-wildlife-and-fisheries-oriented public land user groups.

Goal 4-Cooperation with State Agencies

Recognize State management of resident fish and wildlife species through enhancement of the existing State/Federal partnership for species/habitat management.

Goal 5-Cooperation with Conservation Organizations

Improve program effectiveness through the development and maintenance of active cooperation with conservation groups at all levels.

The Bureau administers almost one-third of a billion acres of public lands which sustain an abundance and diversity of fish and wildlife resources prized for their recreational, ecological, scientific, social, historical, economic, cultural, educational, and aesthetic values. The public lands administered are permanent or seasonal homes for over 3,000 species of mammals, birds, reptiles, fish, and amphibians, including some 156 federally listed threatened or endangered species and approximately 870 Candidate species.

Figure 1. Federal Management of Wildlife Habitat by Some Selected Agencies.

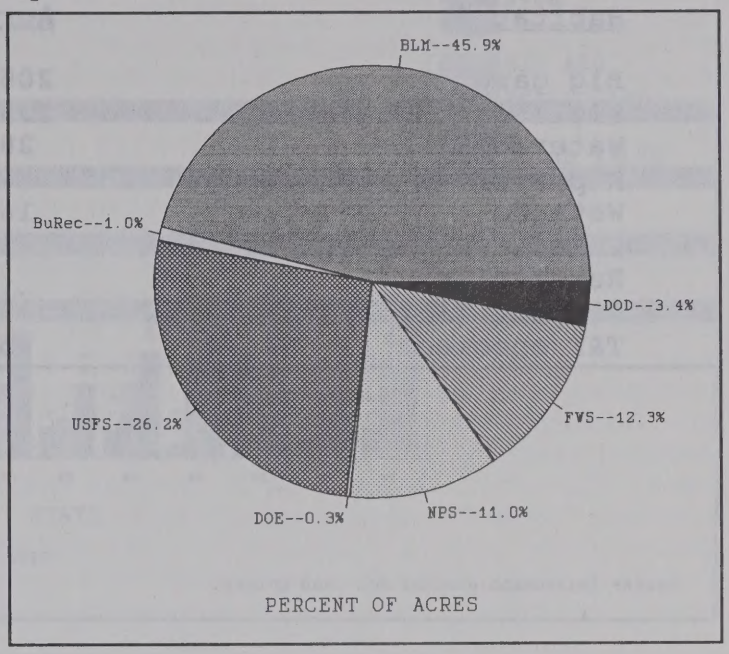


Figure 2. Comparison of Budgets and Acreage of Several Agencies Managing Fish and Wildlife Habitat.

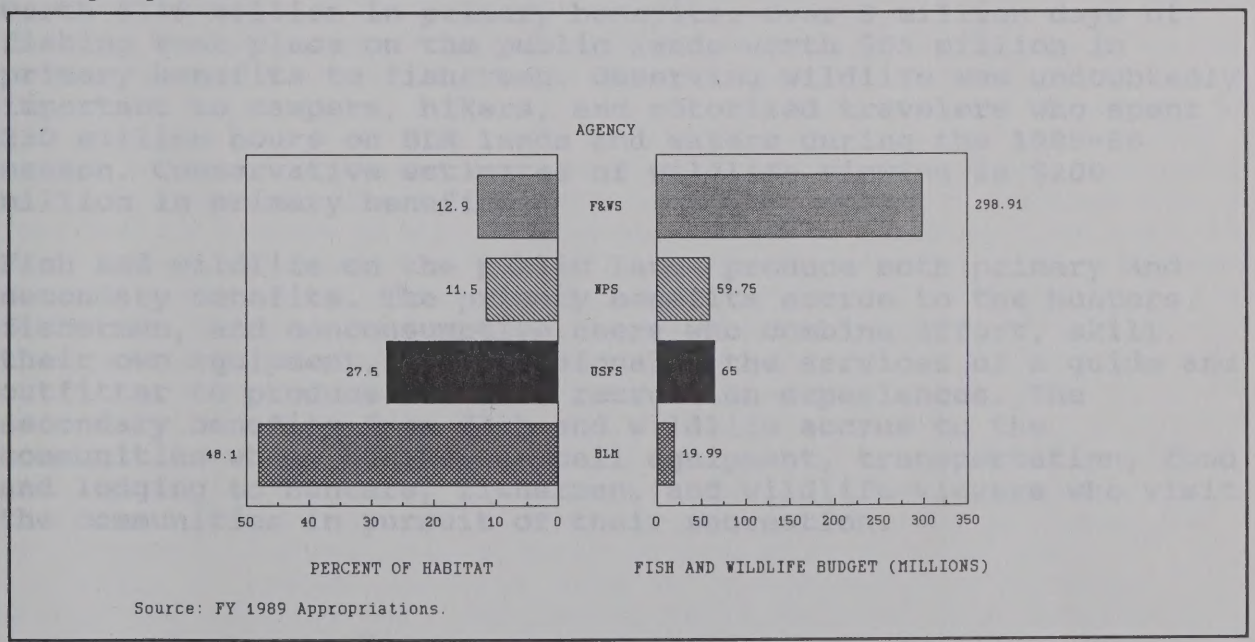
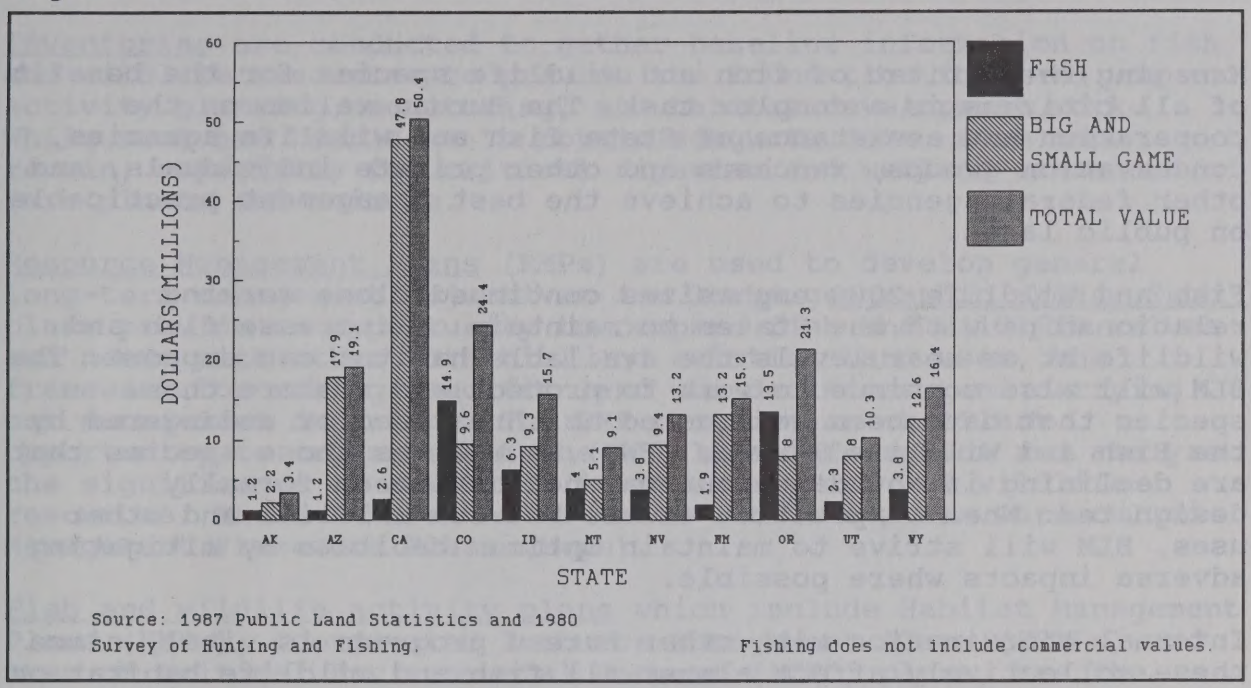


Table 1. Fish and Wildlife Habitat Resources on the Public Lands (from Public Land Statistics)

Habitat	Acres
Big game	205,922,000
Small game	233,330,000
Waterfowl	28,386,000
Riparian	7,466,000 (6,563,000 in AK)
Wetland	16,283,000 (15,848,000 in AK)
Lakes	3,998,000
Reservoirs	173,000
Streams (miles)	84,871
T&E species	5,500,000

Figure 3. Fish and Wildlife Recreation Values on BLM Lands.



Source: 1987 Public Land Statistics and 1980 Survey of Hunting and Fishing.

Fishing does not include commercial values.

Based on BLM statistics and the 1980 National Survey of Hunting and Fishing, it is estimated that hunters used the public lands during the 1985-86 season for nearly 5 million days of hunting worth $145 million in primary benefits. Over 3 million days of fishing took place on the public lands worth $55 million in primary benefits to fishermen. Observing wildlife was undoubtedly important to campers, hikers, and motorized travelers who spent 230 million hours on BLM lands and waters during the 1985-86 season. Conservative estimates of wildlife viewing is $200 million in primary benefits.

Fish and wildlife on the public lands produce both primary and secondary benefits. The primary benefits accrue to the hunters, fishermen, and nonconsumptive users who combine effort, skill, their own equipment, and occasionally the services of a guide and outfitter to produce valuable recreation experiences. The secondary benefits from fish and wildlife accrue to the communities whose businesses sell equipment, transportation, food and lodging to hunters, fishermen, and wildlife viewers who visit the communities in pursuit of their recreation.

III. PROGRAM COORDINATION

Managing the habitat of fish and wildlife species for the benefit of all citizens is a complex task. The Bureau relies on the cooperation and assistance of State fish and wildlife agencies, conservation groups, ranchers and other private individuals, and other federal agencies to achieve the best management practicable on public lands.

Fish and Wildlife 2000 emphasizes continued close working relationships with the States to maintain or increase fish and wildlife at or near levels the available habitat can support. The BLM will also continue to work to protect and restore those species that have been designated as threatened or endangered by the Fish and Wildlife Service (FWS) as well as those species that are declining in abundance but may not have been formally designated. When competition exists between wildlife and other uses, BLM will strive to maintain optimum habitats by mitigating adverse impacts where possible.

Internal coordination with other Bureau programs is vital, since these collectively affect almost all fish and wildlife habitat on public land. For example, livestock is grazed on 174 million acres of public land, timber is produced and harvested on some 8 million acres of commercial forest land, and energy and nonenergy minerals are produced or potentially could be produced on most public lands.

Day-to-day interaction between the fish and wildlife activity and other activities occurs through a variety of ways, including the use of stipulations which allow other uses to occur in wildlife and fish habitat while eliminating or minimizing adverse effects of those actions on habitat.

BLM biologists help ensure that such uses occur in a manner that allows maximum total benefits of all users to be realized. This is done in a variety of ways. One key way is by providing managers with information on how fish and wildlife resources are affected by other uses of public lands and how those other uses can be tailored to benefit habitat. Examples of such coordination between activities include the alteration of grazing systems so that habitats improve in condition, and conducting timber harvests in a manner that protects or enhances wildlife and fisheries habitat.

IV. PROGRAM TOOLS

Inventories are conducted to gather baseline information on fish and wildlife resources to provide the foundation for land use and activity planning, monitoring, and habitat development work. While much has been done to obtain adequate data, some gaps remain, especially for critical riparian and wetland areas and rare plants and animals.

Resource Management Plans (RMPs) are used to develop general long-term management objectives for large geographic areas. Such plans provide an opportunity to compare fish and wildlife values and needs with other potential and existing land uses, the framework for making specific land use decisions, and carrying out management decisions. The RMP provides an excellent opportunity to organize all the wildlife information and analyze the significance of BLM lands in managing fish and wildlife resources. Earlier versions of these land use plans were called Management Framework Plans (Maps).

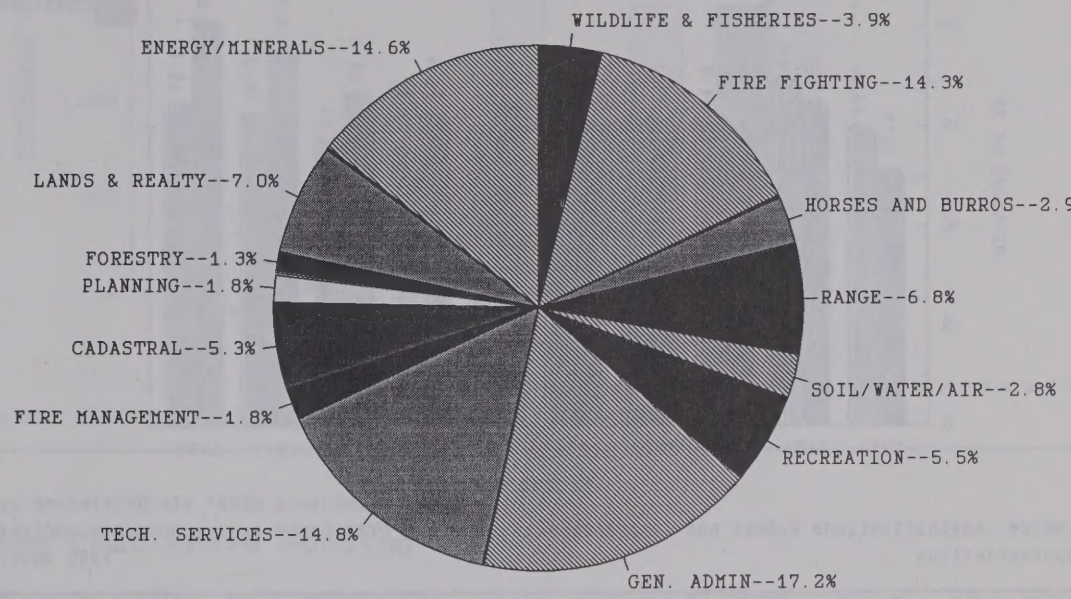
Fish and wildlife activity plans which include Habitat Management Plans (HMPs), Coordinated Resource Management Plans (CRMPs) and Area of Critical Environmental Concern (ACEC) plans, are the primary vehicles used to implement BLM fish and wildlife programs. Over 400 HMPs have been developed to implement a variety of multiple-use decisions affecting fish and wildlife habitat management. These plans provide a blueprint for on-the-ground habitat management and improvements and are the basis for monitoring multiple-use decisions and objectives affecting fish and wildlife habitat management as identified in overall land use plans. Through the Sikes Act, there has been a strong commitment by State wildlife agencies to carry out this cooperative effort as partners with the Bureau.

Monitoring the effects of land use decisions and actions on fish and wildlife resources provides managers with information needed to provide a basis for identifying opportunities to maintain, improve, and enhance these resources for both consumptive and nonconsumptive uses, and identifying fish and wildlife resources needing special attention, such as T/E, State-listed species, sensitive species, and those of high economic value. Monitoring efforts outlined in land use and in activity plans will continue to be essential to monitor progress in meeting objectives.

Research amounts to about 3 percent of the total wildlife budget, with emphasis placed on studies that can be directly applied to on-the-ground management situations and issues. For example, BLM is currently supporting research on the role of fire and livestock in raptor habitat; habitat requirements of bighorn sheep, the spotted owl, and desert tortoise; and alternatives to total exclusion of livestock from riparian areas.

Field projects to improve habitat are increasingly being implemented as a result of additional funds and assistance being made available under challenge cost shares (matching funds), volunteer efforts and increased cooperation with States, private organizations and users of the public land. These projects include seedings, stream improvements, prescribed fire, wetland improvements, installation of water facilities in arid areas, and a host of other activities.

Figure 4. Fund Distribution for Management of Lands and Resources, FY 1989.



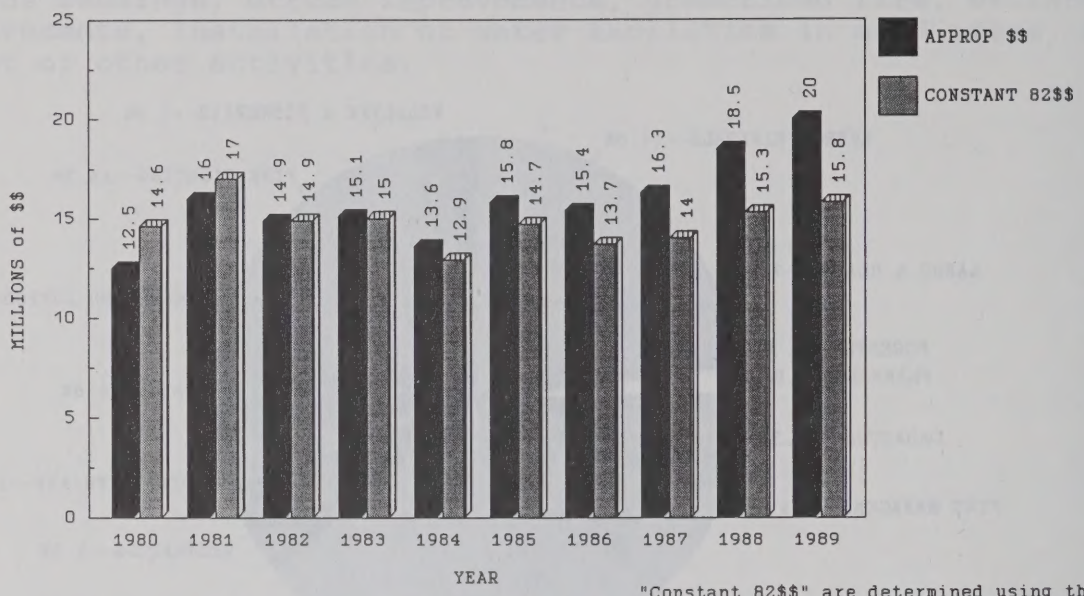
Distribution by Subactivity

Source: FY 1989 BLM Appropriation

The total FY 1989 appropriation to the BLM for fish and wildlife was $19,985,000.

Displayed above is the total amount distributed for management of lands and resources ($508,462,000). As this graph shows, 22.5 percent of the lands and resources account (MLR) went to renewable resources, compared to 26 percent in FY88.

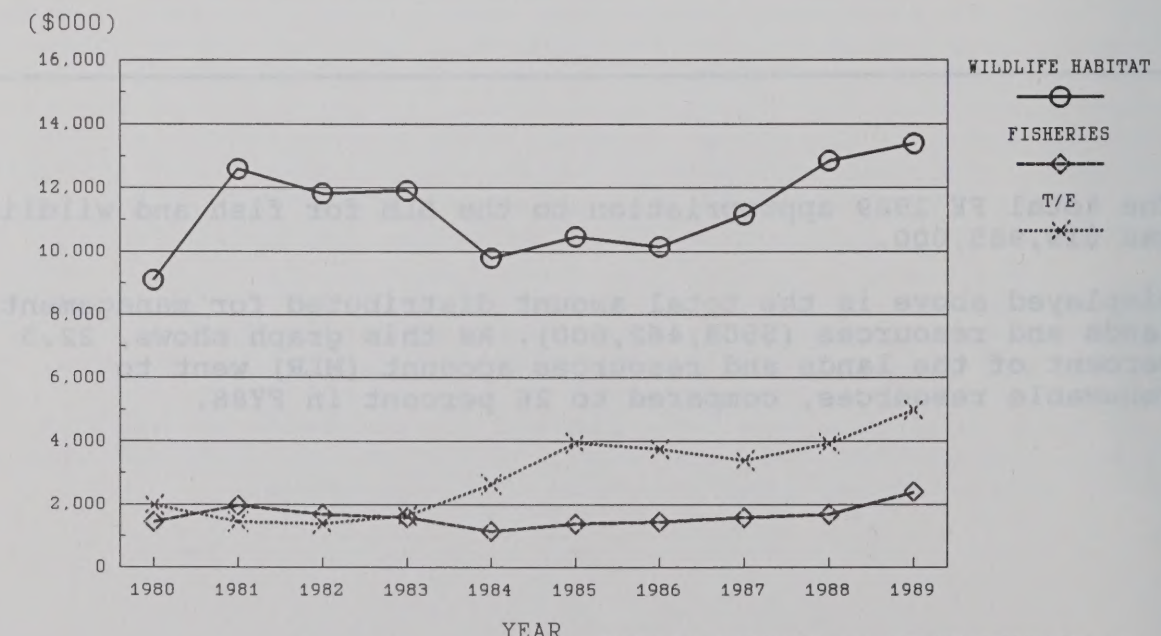
Figure 5. Budget History for Wildlife and Fisheries.



Source: Administrations Budget and Congressional Appropriations

"Constant 82$$" are determined using the Presidents annual economic indicators with 1982 equal to 100%

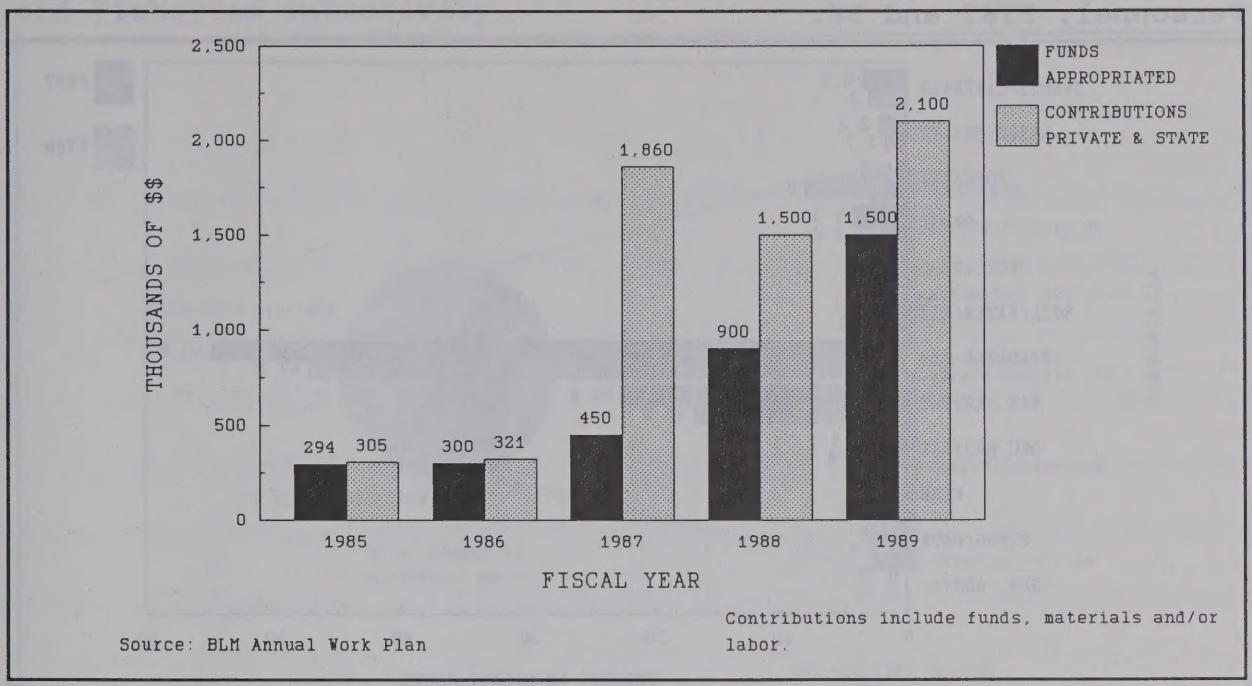
Figure 6. Budget History by Program Component.



Source: BLM Annual Work Plan

Fisheries funding is not tracked separately in the Financial Management System, figures are only estimates.

Figure 7. Challenge Cost Share Funding History.



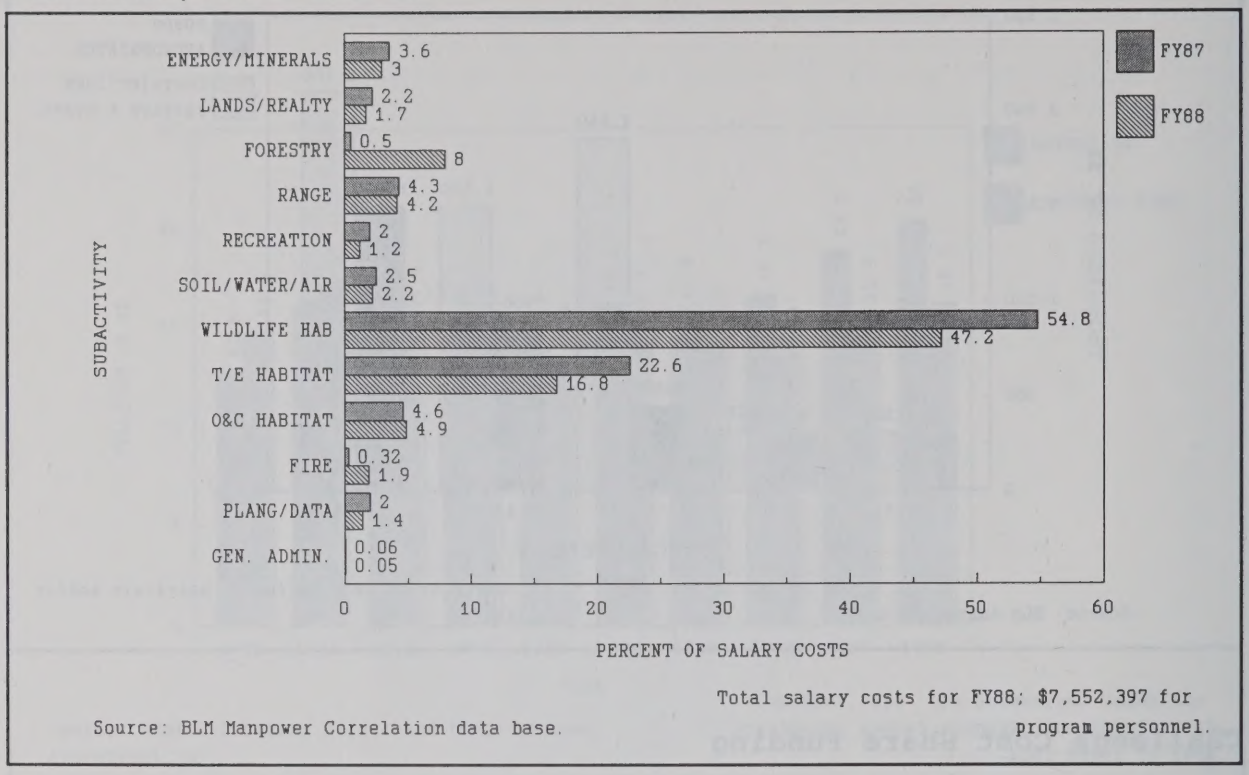
Challenge Cost Share Funding

In 1985 and 1986, the Congress appropriated $300,000 to the BLM to be used for challenge cost sharing to improve habitat for desert bighorn sheep. Funding was appropriated contingent on matching contributions from conservation groups, public agencies, individuals, and other sources. In 1987, the challenge cost share appropriations were increased to $450,000 and the authority given to spend these funds for habitat improvements for other than just sheep. Funding increased in FY88 to $900,000.

In FY 1989, $1,500,000 was appropriated by Congress for challenge cost share . This will be used to match an estimated $2.0 million from State or private funds. In addition, interest was expressed by the private sector and States to match an additional $1.7 million if challenge cost share funds had been available. That is, total opportunities identified by BLM State offices totaled $3.2 million in BLM funds and $4.3 million in contributed funds, materials and labor.

The challenge cost sharing has provided a vital boost to the Bureau efforts to implement on-the-ground projects. This support and involvement by outside contributors has resulted in the improvement of thousands of acres of habitat for a variety of fish and wildlife species.

Figure 8. Salary Charges by Wildlife and Fisheries Program Personnel, FY87 and 88.



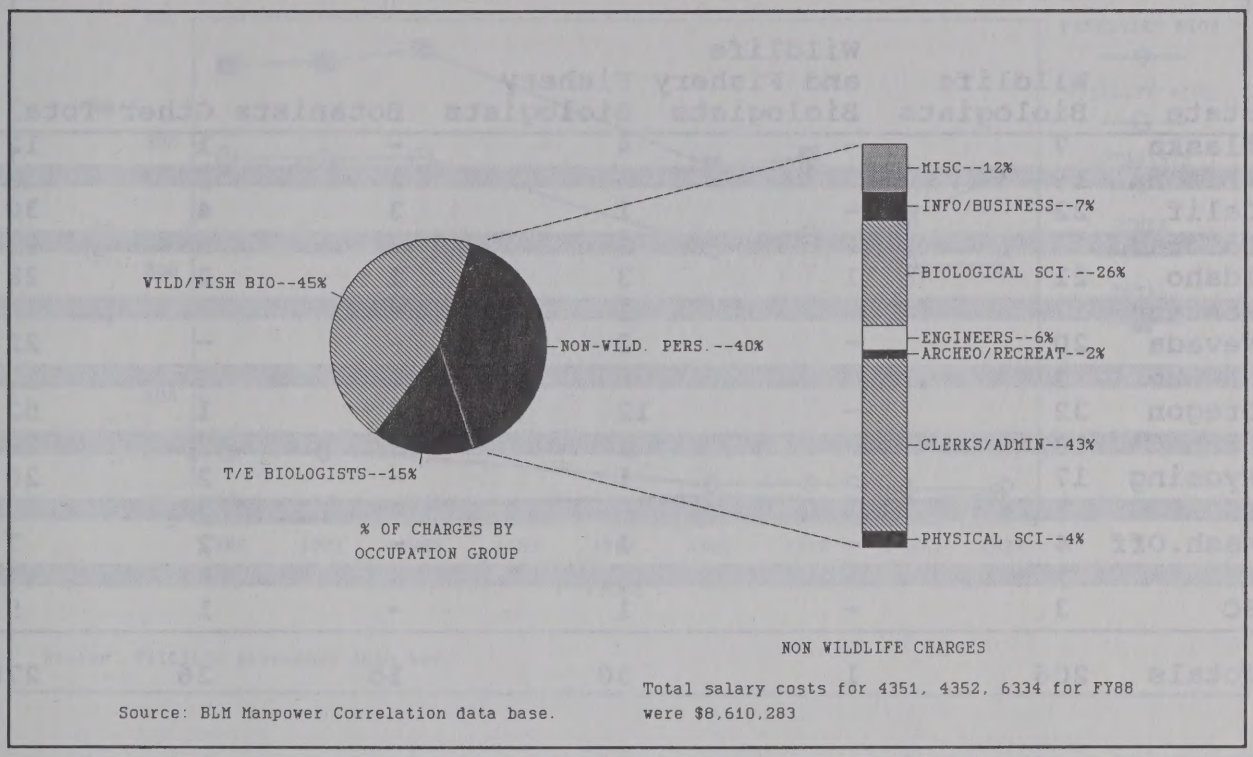
Staffing and Salaries

Benefitting subactivity is generally defined as the subactivity or program that initiates an action or causes an action to take place. For example, when processing an application for a permit to drill an oil and gas well, the T/E species clearance, cultural clearance, environmental assessment and associated clerical work are all parts of the total job that would be charged to the benefitting subactivity, in this case, oil and gas.

The graph above shows that 68.9 percent of the total salary costs for wildlife and fisheries program personnel are paid out of the wildlife and fisheries (including 4351, 4352, and 6334) budget compared to 82 percent for FY88. Thus, 31.1 percent of the total salary costs for wildlife and fish personnel are paid for by other Bureau programs (e.g., energy and minerals, rangeland management).

Fish and wildlife personnel include those working in occupational series Wildlife Biologists (486), Fisheries Biologists (482), Fish and Wildlife Biologists (480), Botanists (430), Biologists (408), and Biological Technicians (404). It does not include Natural Resource Specialists.

Figure 9. Non-Wildlife/Fisheries Personnel Charges to Wildlife and Fisheries Subactivity.



This graph shows that in FY 1988 40 percent of the total salary cost for wildlife and fisheries went to non-wildlife and fisheries personnel who were performing work in support of the program compared to 36 percent in FY87.

Bureau-related Occupations, General Schedule

Social Sciences (GS-100): Social scientists, economists, recreation specialists, archaeologists.

Clerical/Administration (GS-300): Program management, management and program analyst, clerk-typist-secretary, computer specialist, administrative assistants and officers.

Biological science (non-wildlife) (GS-400): Natural resource specialists, range conservationists/technicians, soil scientists/technicians, forestry scientists/technicians.

Accounting/budget (GS-500): Financial administration, budget analyst, clerical.

Engineering (GS-800): Civil engineers, general engineers/technicians, landscape architects, surveying technicians, electronics technicians, mining/ petroleum engineers.

Information and Business(GS-1000, 1100, 1200) Public Affairs, Editorial, Property, Procurement.

Table 2. BLM Wildlife and Fisheries Related Scientists, December 1988

State	Wildlife Biologists	Wildlife and Fishery Biologists	Fishery Biologists	Botanists	Other*	Total
Alaska	7	-	4	-	1	12
Arizona	16	-	-	1	2	19
Calif	22	-	1	3	4	30
Colorado	14	-	2	-	5	21
Idaho	21	1	3	1	2	28
Montana	17	-	1	-	-	18
Nevada	20	-	2	-	-	22
New Mex	13	-	-	2	2	17
Oregon	32	-	12	8	1	53
Utah	18	-	2	-	2	22
Wyoming	17	-	1	-	2	20
ESO	1	-	-	-	2	3
Wash.Off	4	-	1	-	2	7
PTC	1	-	-	-	-	1
SC	3	-	1	-	1	5
Totals	206	1	30	15	26	278

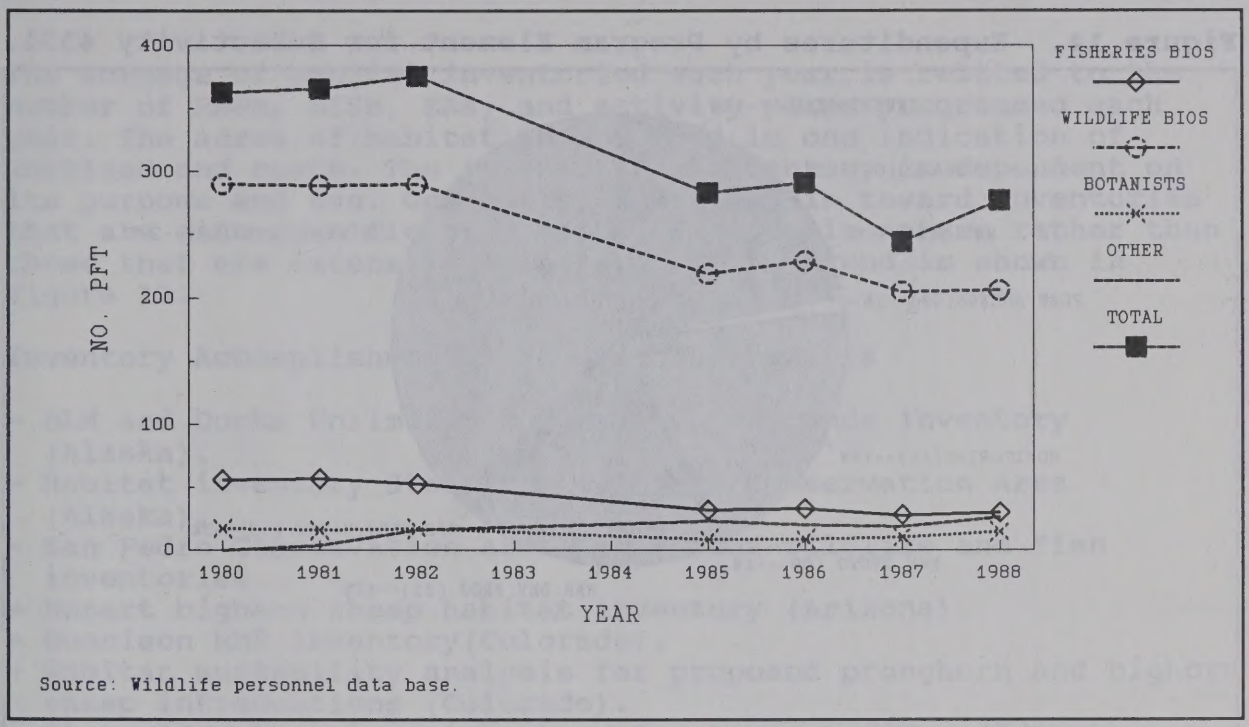
*Includes natural resource specialists, statisticians, analytical wildlife research biologists, and supervisory raptor research biologists.

Table 3. Program staffing from FY 1982 to FY 1988.

Skill Area	1982	1987	1988	Percent Change From 1982	Percent Change From 1987
Total BLM Work Force	9,183	9,487	9,756	+6	+3
Wildlife Biologists	290	192	206	-29	+7
Fisheries Biologists	56	25	30	-47	+20
Botanists	17	9	15	-12	+66
Other	16	16	26	+39	+63
Total	379	242	277	-27	+14

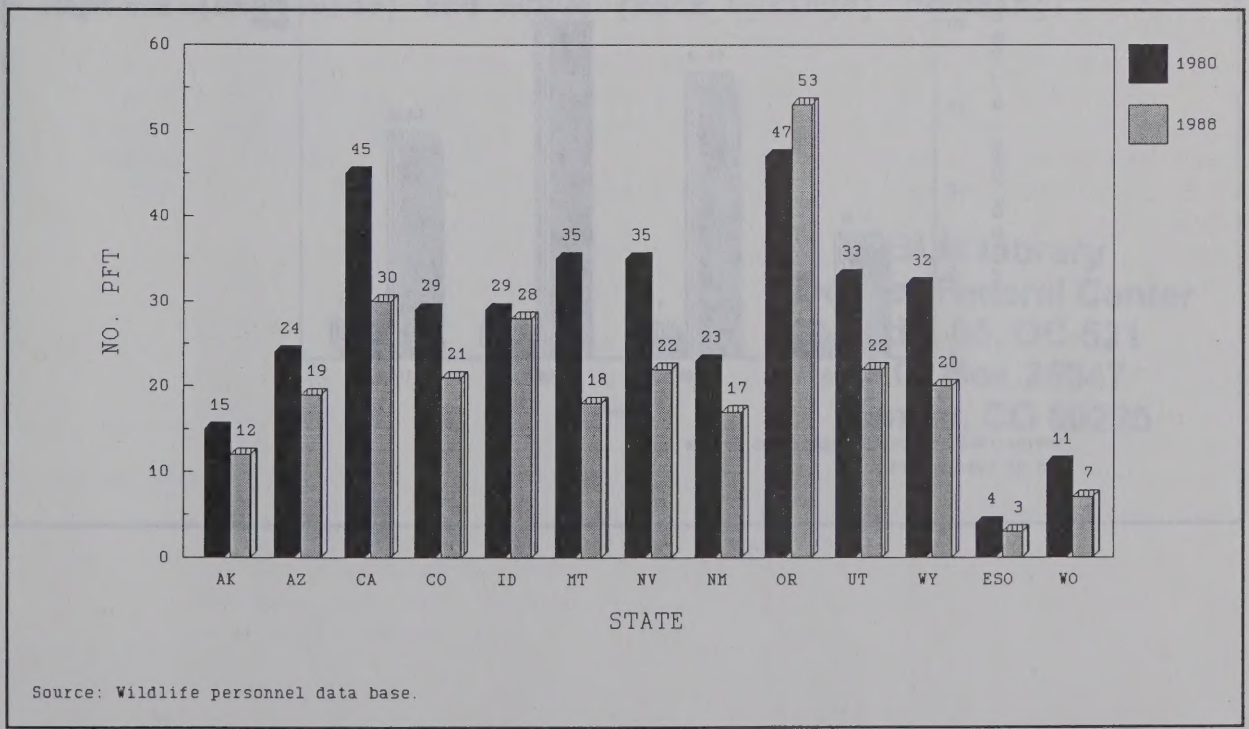
Nearly 90 percent of the number of professional fish and wildlife biologists and botanists employed by the Bureau are located at the District and Area office levels.

Figure 10. Staffing History.



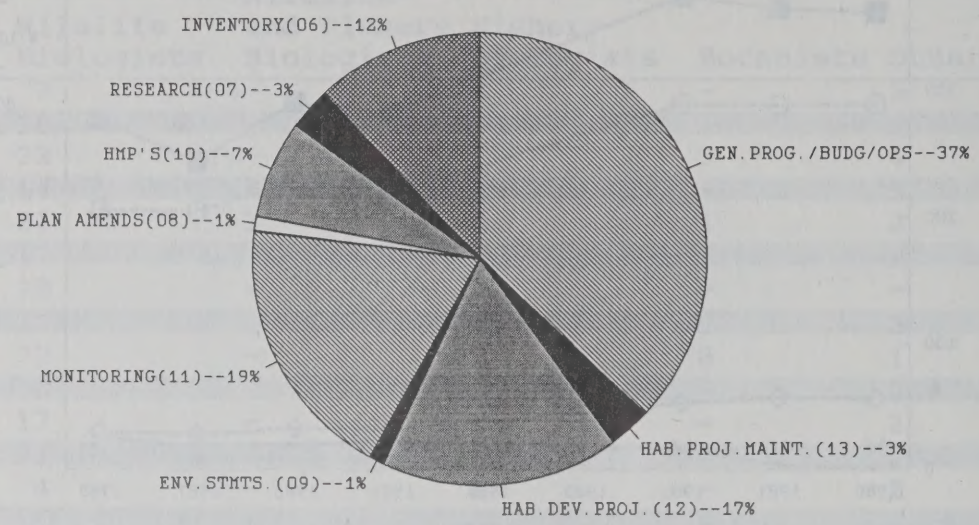
Source: Wildlife personnel data base.

Figure 11. Wildlife and Fisheries Program Personnel by State.



Source: Wildlife personnel data base.

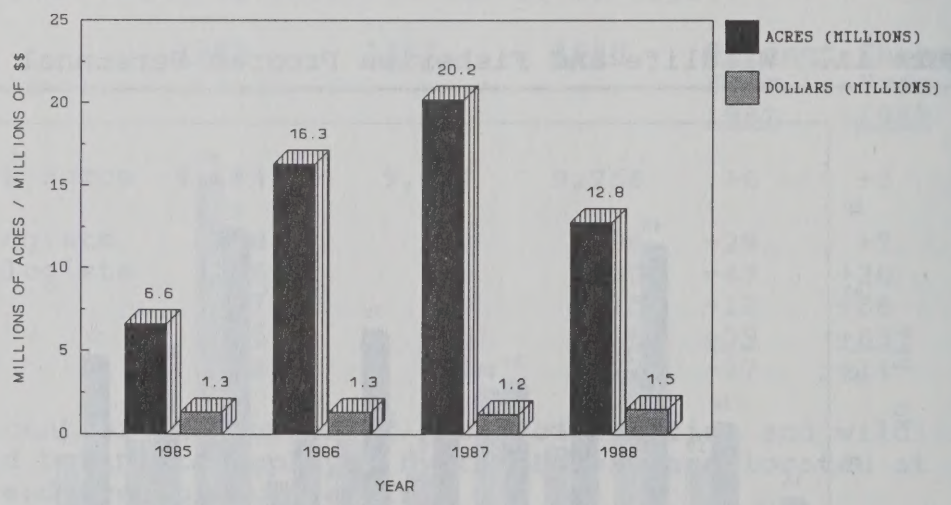
Figure 12. Expenditures by Program Element for Subactivity 4351.



Source: BLM Financial Management System
end of year report

Expenditures based on FY 1988 budget of $14,100,000 for 4351

Figure 13. Acres of Habitat Inventoried and Cost, 1985 to 1988.



Source: BLM Financial Management System
end of year report

Inventories

The acreage of habitat inventoried each year is related to the number of RMPs, EISs, EAs, and activity plans programmed each year. The acres of habitat inventoried is one indication of workload and costs. The intensity of inventory is dependent on its purpose and use. Generally, the trend is toward inventories that are site-specific or species-specific in nature rather than those that are extensive in nature. This trend is shown in Figure 13.

Inventory Accomplishments: Highlights for FY88

- BLM and Ducks Unlimited cooperative wetlands inventory (Alaska).
- Habitat inventory Steese-White Mtns. Conservation Area (Alaska).
- San Pedro Conservation Area in Arizona-wildlife and fish inventories.
- Desert bighorn sheep habitat inventory (Arizona).
- Gunnison RMP inventory(Colorado).
- Habitat suitability analysis for proposed pronghorn and bighorn sheep introductions (Colorado).
- Statewide shrub loss inventory due to past fires (Idaho).
- Approximately 145,000 acres of wetland/riparian habitat (Nevada).
- San Luis raptor inventory (New Mexico).
- Habitat inventory of Research Natural Areas (New Mexico).
- Sage grouse habitat inventory for eastern Oregon and Washington.
- 75,000 acres of habitat inventory in the Sutton Mt. (Oregon).
- 139,000 of big game and raptor nesting habitat (Utah).
- Elk habitat inventory in oil and gas conflict area (Wyoming).
- Riparian/wetlands inventories in three districts (Wyoming).
- Raptors (Statewide) and ACECs (Rock Springs) (Wyoming).

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Figure 14. Types of Fish and Wildlife Activity Plans.

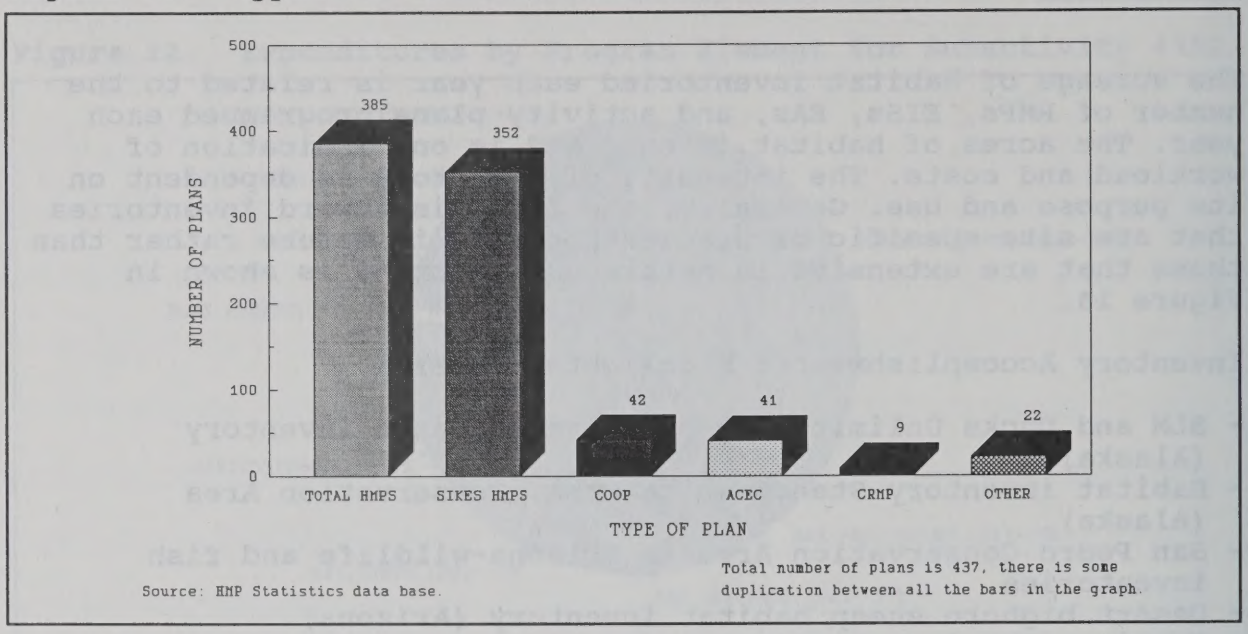
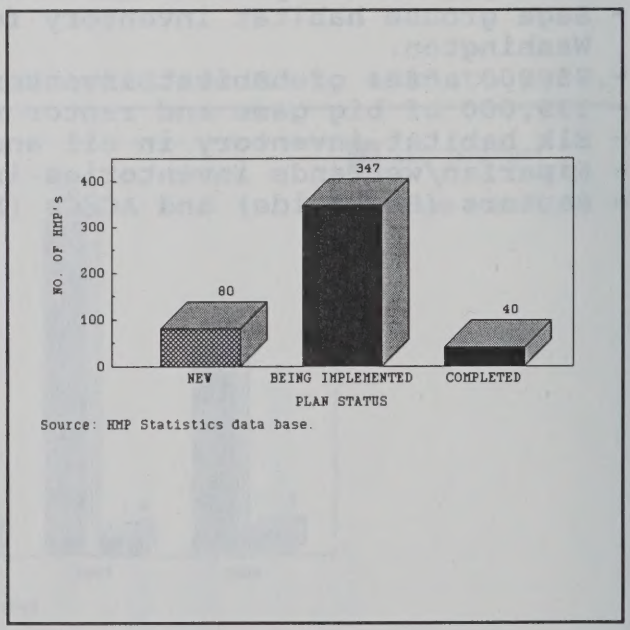


Figure 14 includes plans for ACECs and Coordinated Resource Management Plans developed primarily to address fish and wildlife management needs.

Figure 15. Status of HMPs Bureauwide as of October 1987.

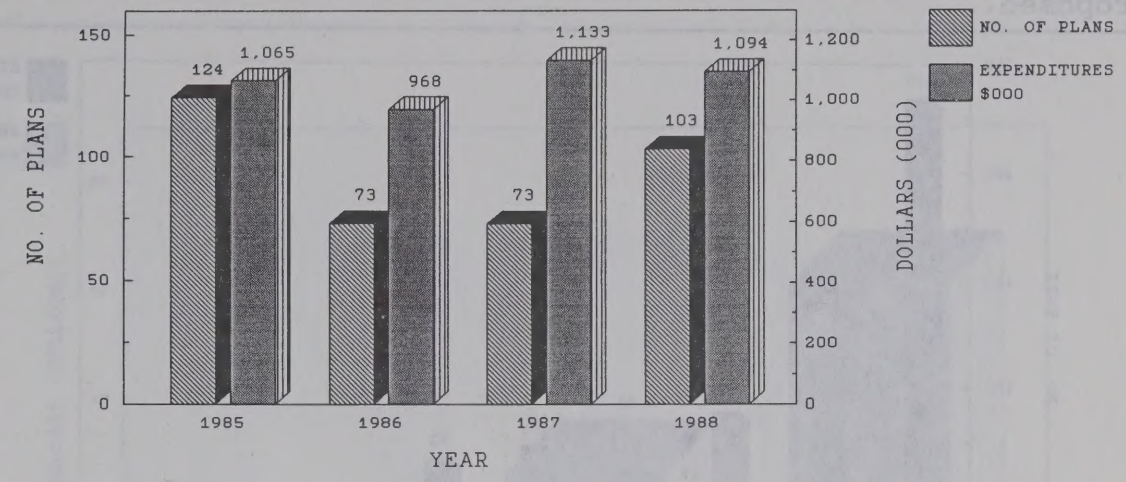


New: HMPs which have just been or are being prepared and can be ready for on-the-ground implementation or have had less than 10% of the funds needed for planned actions obligated for on-the-ground management actions.

Implemented: HMPs which have been approved (signed) and have had funds and/or personnel obligated to accomplish habitat management actions on the ground.

Completed: HMPs for which at least 90 percent of the total funds required for implementation have been obligated toward originally planned actions and are essentially in a maintenance and monitoring phase.

Figure 16. Habitat Management Plans Written Since FY 1985.



Source: BLM Financial Management System, expenditures for program element 10.

Information in this section was obtained from the HMP statistics data base. The information includes fisheries and T/E activity plans.

- Habitat Management Plans (HMPs) are prepared for specific geographic areas to address priority fish and wildlife resource issues and concerns and to lay out long-term habitat management strategies. Resource decisions in resource management plans provide the basis for development of HMPs.

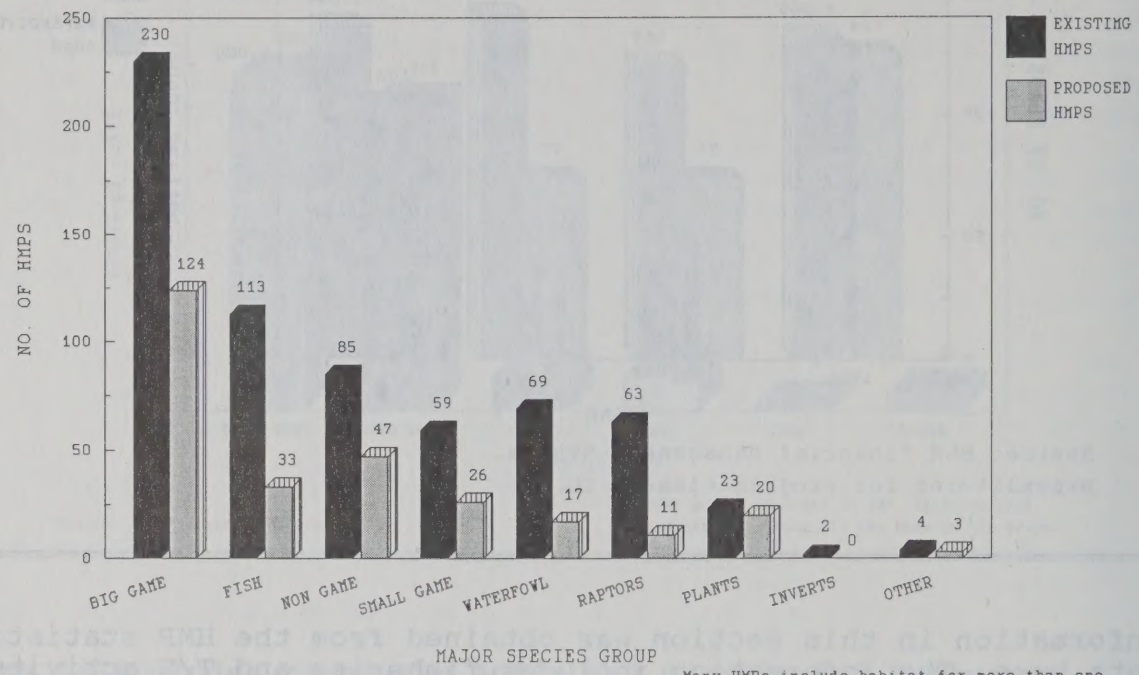
- The majority of HMPs are prepared in cooperation with State wildlife agencies under the authority of Sikes Act.

- The costs and workload associated with activity plan development are dependent on the complexity of fish and wildlife issues and resources involved.

- Examples of HMPs prepared during FY 1988 include:

  - Ray Mountain Caribou Herd, Steese-White Mountain Fisheries Resources and Norton Sound Fisheries Resources (Alaska).
  - Little Snake River HMP (Colorado).
  - Thousand Springs and Little Beaver/Big Beaver (Idaho).
  - Thirteen HMPs (Nevada).
  - Caracas Mesa, Ensenada Mesa and Santa Cruz Lake HMPs (New Mexico).
  - Horse Springs and Blue Mountain HMPs (Utah).
  - Wetlands HMPs in 3 Wyoming Districts.
  - Riley Ridge Road and Laramie Peak HMPs initiated, Overthrust HMP completed, and Encampment River HMP revised (Wyoming).

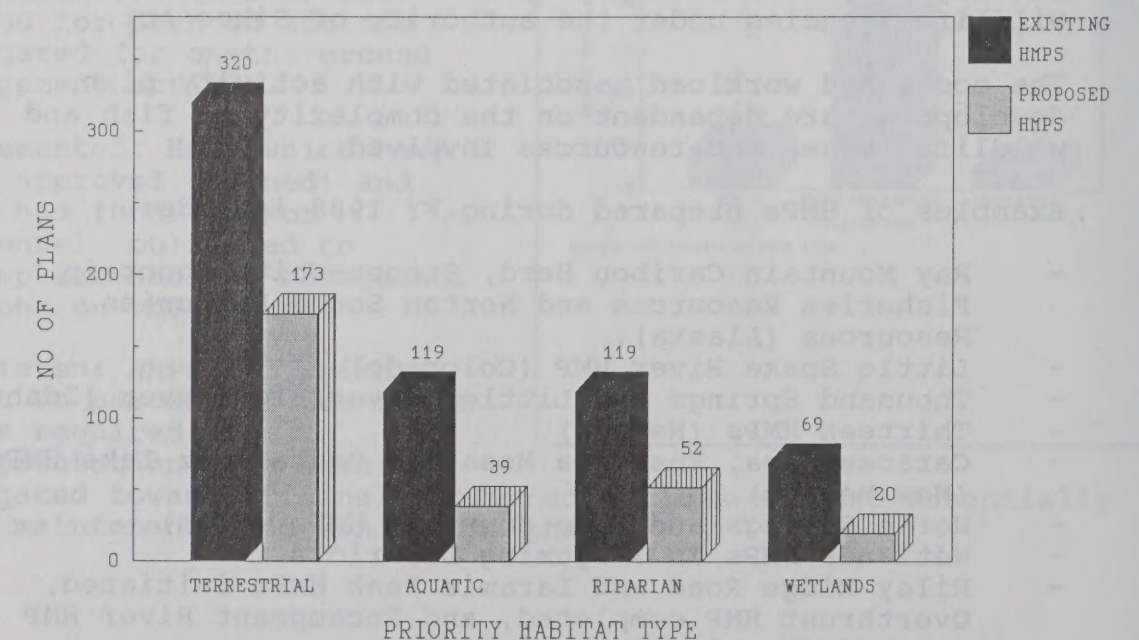
Figure 17. Number of HMPs for Major Species Groups, Existing and Proposed.



Source: HMP Statistics data base.

Many HMPs include habitat for more than one species group resulting in duplicate numbers.

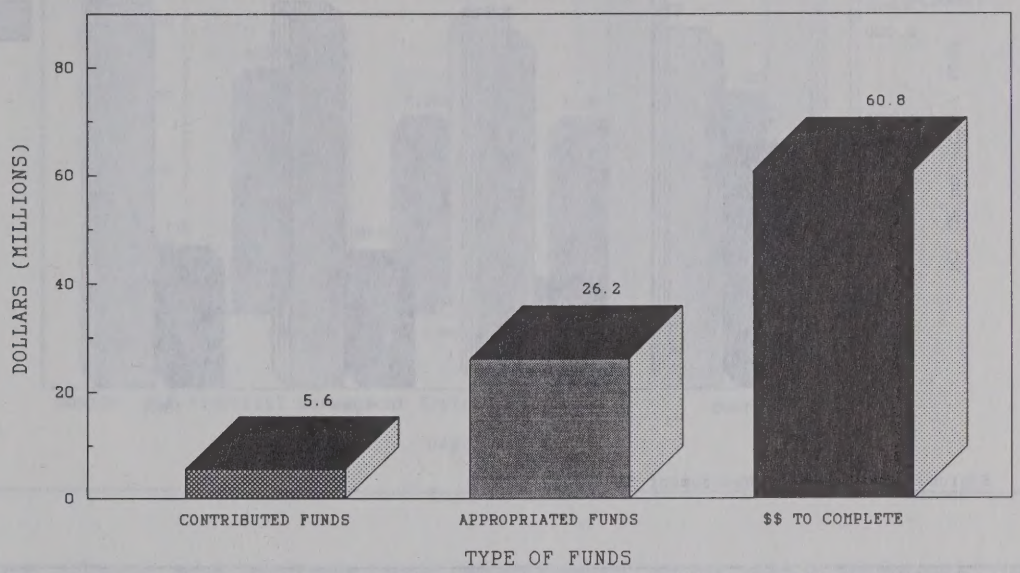
Figure 18. Number of HMPs for Priority Habitats - Existing and Proposed.



Source: HMP Statistics data base.

Many HMPs include objectives for more than one priority habitat resulting in duplicate numbers.

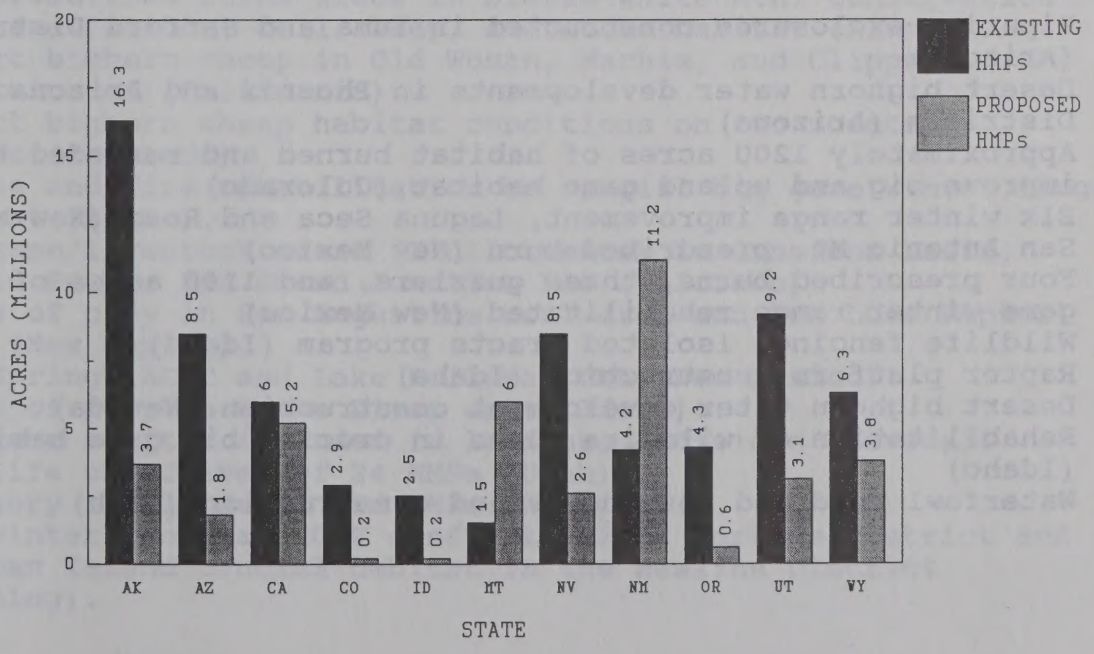
Figure 19. Expenditures for HMP Implementation (as of 1987).



Source: HMP Statistics data base.

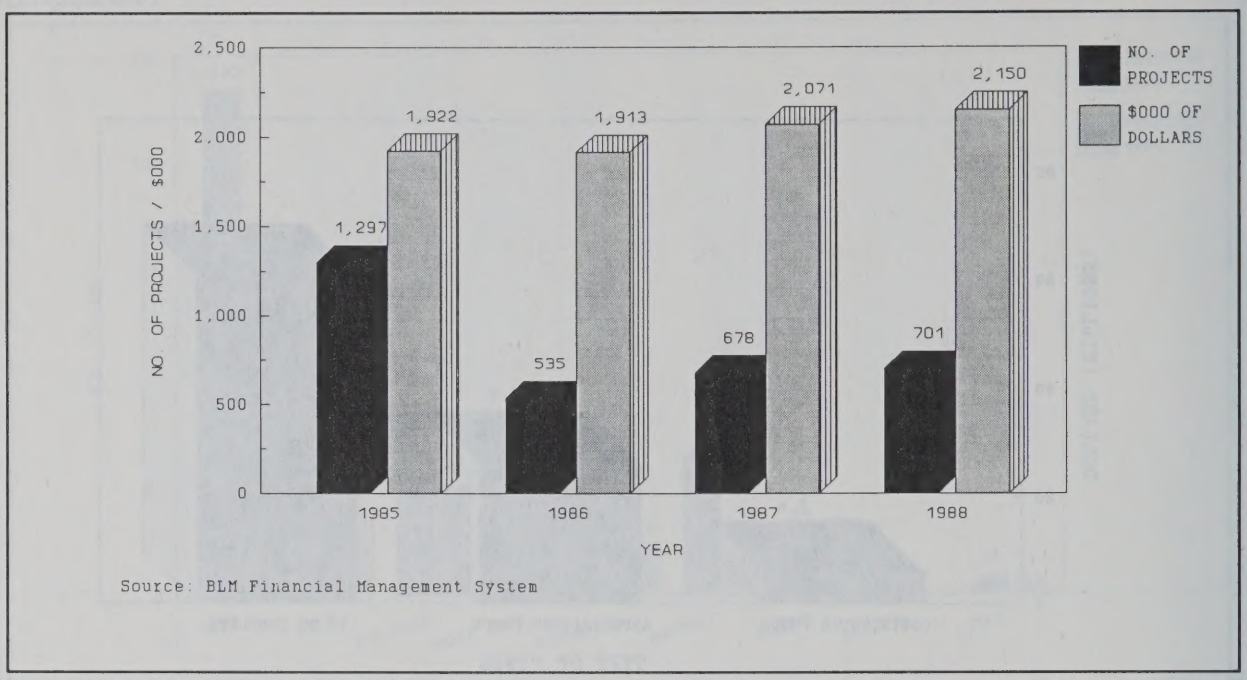
Contributed funds includes funds, labor and material. $$ to complete is all funding required to complete implimentation of existing HMPs.

Figure 20. Acres of Habitat in Existing and Proposed HMPs by State.



Source: HMP Statistics data base.

Figure 21. Habitat Improvement Projects and Costs, FY 1985 to 1988.

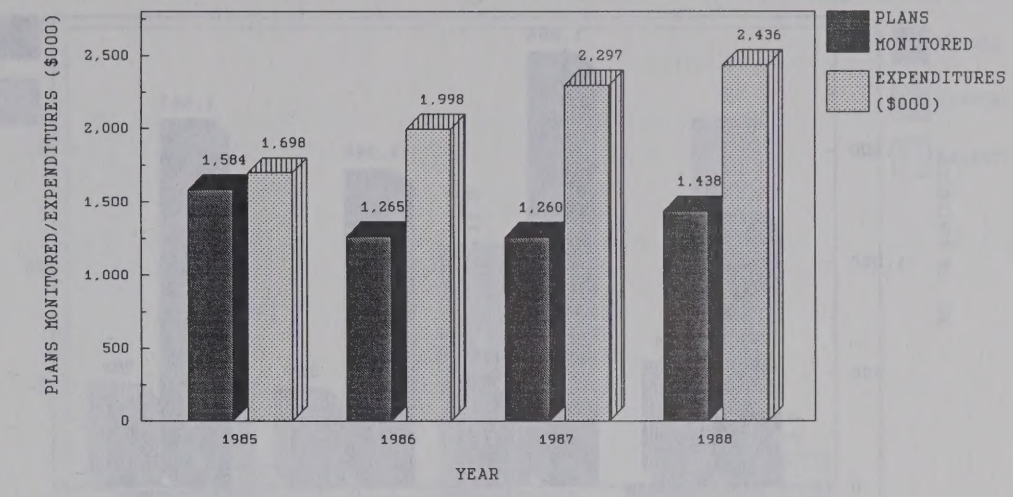


The total number of projects completed each year is not a true representation of workload accomplishment because planning, survey and design, and construction can vary significantly among projects.

o Highlights/Examples Accomplishments

- Riparian exclosures constructed in Yuma and Safford Districts (Arizona)
- Desert bighorn water developments in Phoenix and Arizona Strip Districts (Arizona)
- Approximately 1200 acres of habitat burned and reseeded to improve big and upland game habitat (Colorado)
- Elk winter range improvement, Laguna Seca and Rosa (New Mexico)
- San Antonio Mt. prescribed burn (New Mexico)
- Four prescribed burns, three guzzlers, and 1200 acres of big game winter range rehabilitated (New Mexico)
- Wildlife fencing, isolated tracts program (Idaho)
- Raptor platform construction (Idaho)
- Desert bighorn water development construction (Nevada)
- Rehabilitation of wildfire burns in crucial big game habitat (Idaho)
- Waterfowl pond and nesting island construction (Utah)

Figure 22. Plans Monitored and Expenditures, FY 1985 to 1988.



Source: BLM Financial Management System

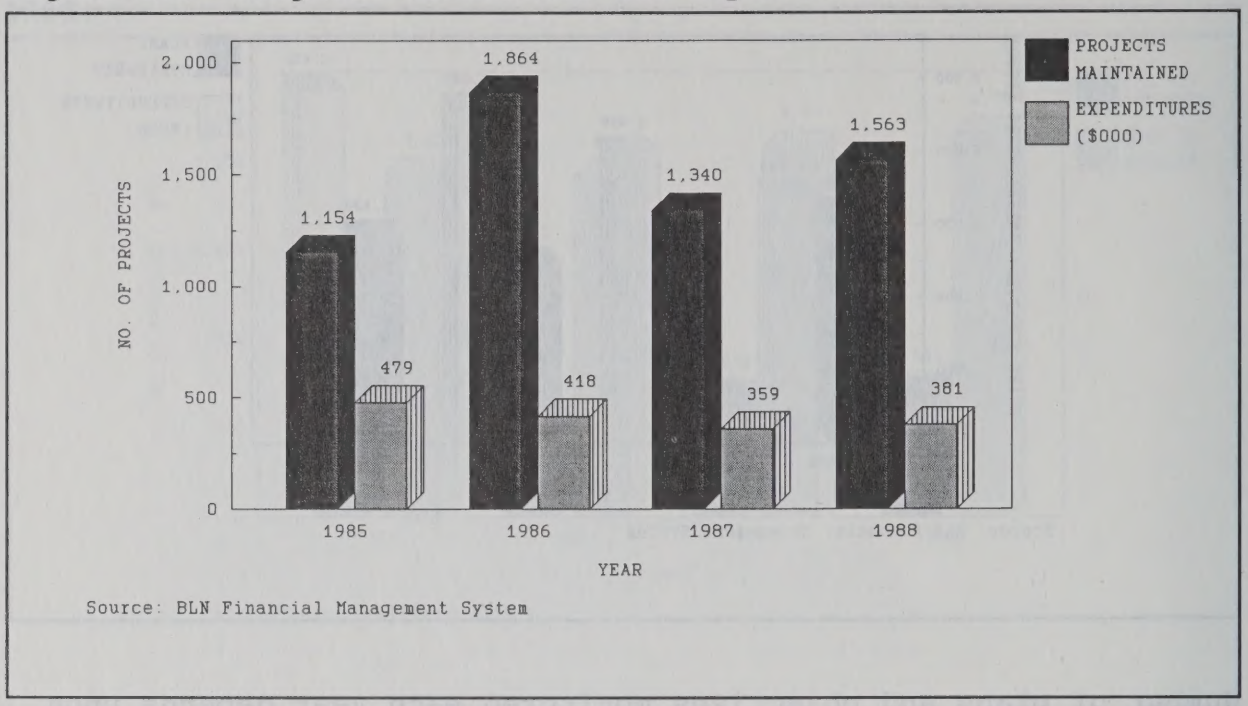
Number of plans and objectives monitored each year depends upon land use plans, activity plans and NEPA decisions. Intensity of monitoring for each plan depends upon the number and complexity of objectives and decisions.

The purpose of monitoring is to assess results of management activities toward achieving resource management objectives and decisions.

FY 1988 monitoring accomplishments:

- For prescribed burns areas in Steese-White Mtn. Conservation Area and Caribou, Dall sheep, and moose habitat (Alaska).
- Desert bighorn sheep in Old Woman, Marble, and Clipper Mountains of (California).
- Desert bighorn sheep habitat conditions on two mountain ranges (Colorado).
- Browse and fire rehabilitation on crucial big game winter range habitat (Idaho).
- Big game/livestock areas (I allotments) in Gunnison Basin, Little Snake, and Grand Junction RAs (Colorado).
- Birds of prey in San Augustine coal area and San Luis Raptor ACEC (New Mexico).
- Elk Springs ACEC and Lake Holloman CMA (New Mexico).
- Birds of prey in Snake River area (Idaho).
- Big game habitat included in land use decisions (Nevada).
- Wildlife objectives of 24 HMPs (Utah).
- Category 1 allotments and HMPs (Wyoming).
- Elk winter range and ORV conflicts, Rock Springs District and Pelican Island crucial habitat in the Rawlins District (Wyoming).

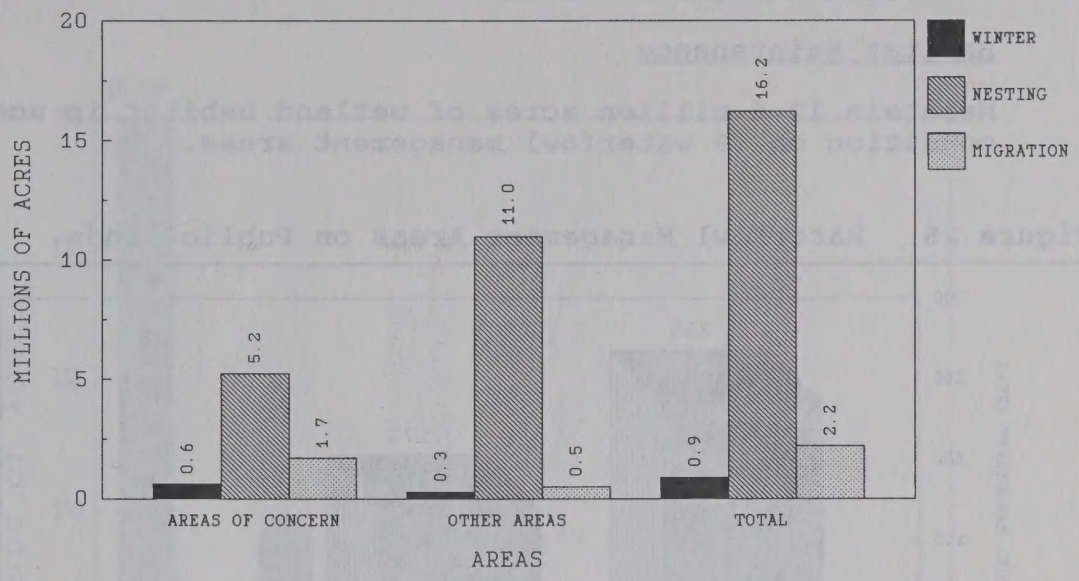
Figure 23. Projects Maintained and Expenditures.



Maintenance is performed on field projects to ensure that each continues to function properly and achieves the objective for which the project was originally installed. This includes such actions as maintenance of wildlife water developments, modification of fences to allow big game passage, maintenance of stream improvements to benefit fisheries, maintenance of waterfowl habitat projects, and wildlife nesting facilities.

The graph above represents annual maintenance accomplished. Major reconstruction (more than 50 percent of the total project value) is not included.

Figure 24. Seasonal Waterfowl Habitat on BLM Lands.



Source: Waterfowl Habitat Management Strategic Plan.

In some areas the same habitat is used for more than one purpose so there is some dupliction.

- The goal for waterfowl habitat management as identified in Fish and Wildlife 2000 is to help perpetuate a diversity and abundance of waterfowl for the Nation by managing wetlands and other habitats on the public lands that are of importance to the maintenance of this international resource.

- Strategies for achieving Fish and Wildlife 2000 goals and objectives are laid out in Waterfowl Habitat Management on Public Lands approved in 1989. This plan outlines strategies for managing 20 million acres of wetland habitat on BLM lands that encompass some 235 Waterfowl Management Areas (WMAs). Major strategies includes:

  Habitat Inventory

  Conduct wetland habitat inventories to determine condition and improvement potential on 12 million acres within 170 waterfowl management areas.

  Habitat Improvement

  Improve 1.7 million acres of existing wetlands habitat within 144 waterfowl management areas.

  Habitat Acquisition

  Acquire 2 million acres of wetland habitat through exchange, donation, or purchase within 97 waterfowl management areas.

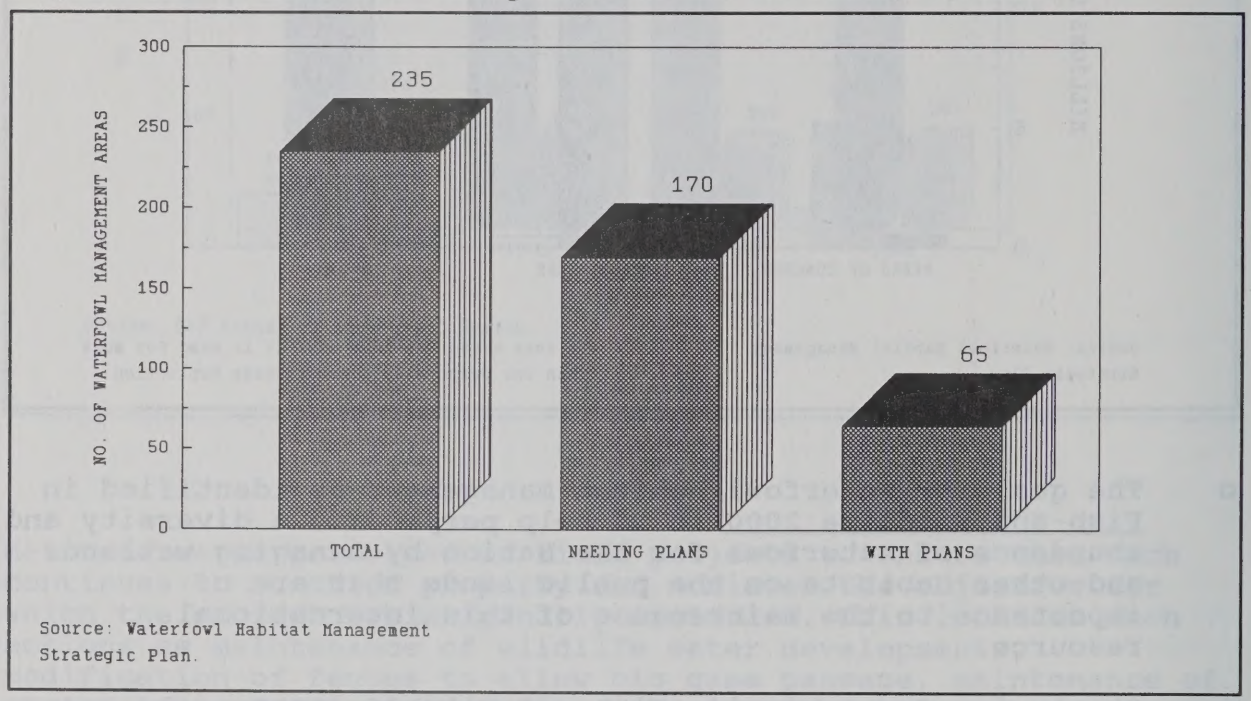
  Habitat Expansion

Develop 80,000 acres of additional wetlands habitat on 68 waterfowl management areas.

Habitat Maintenance

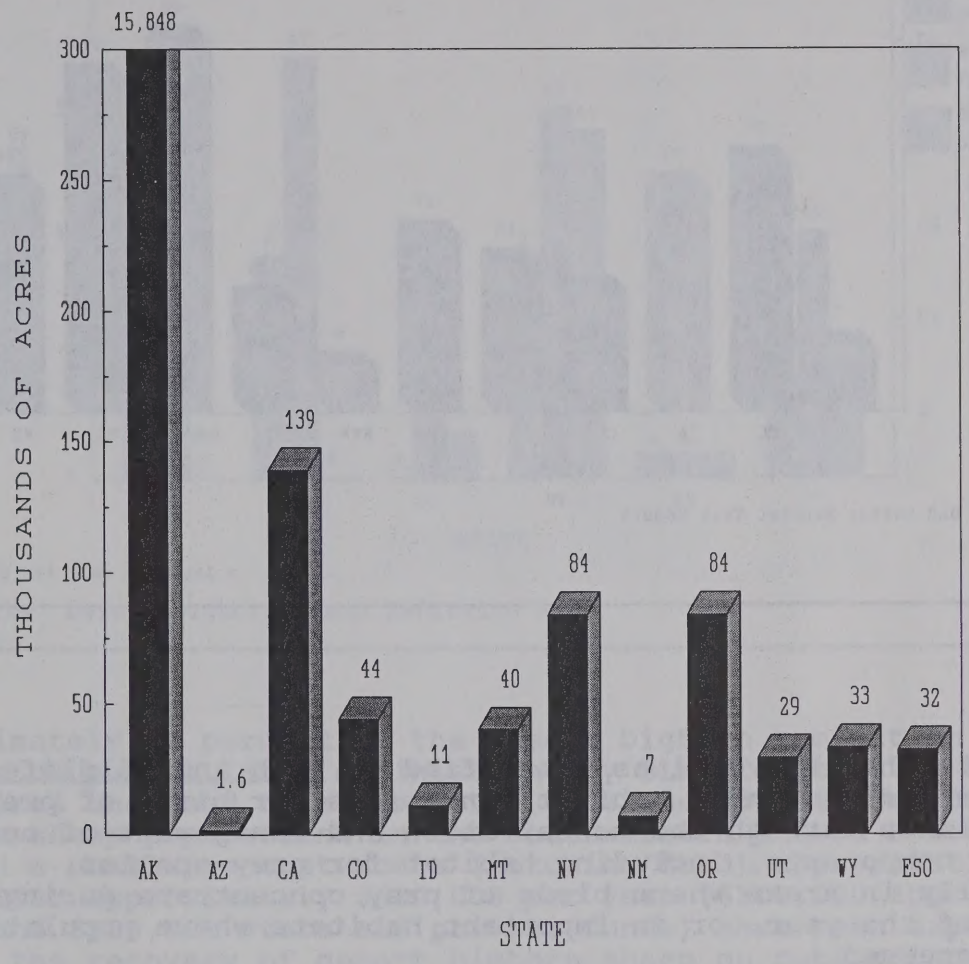
Maintain 12.6 million acres of wetland habitat in acceptable condition on 99 waterfowl management areas.

Figure 25. Waterfowl Management Areas on Public Lands.



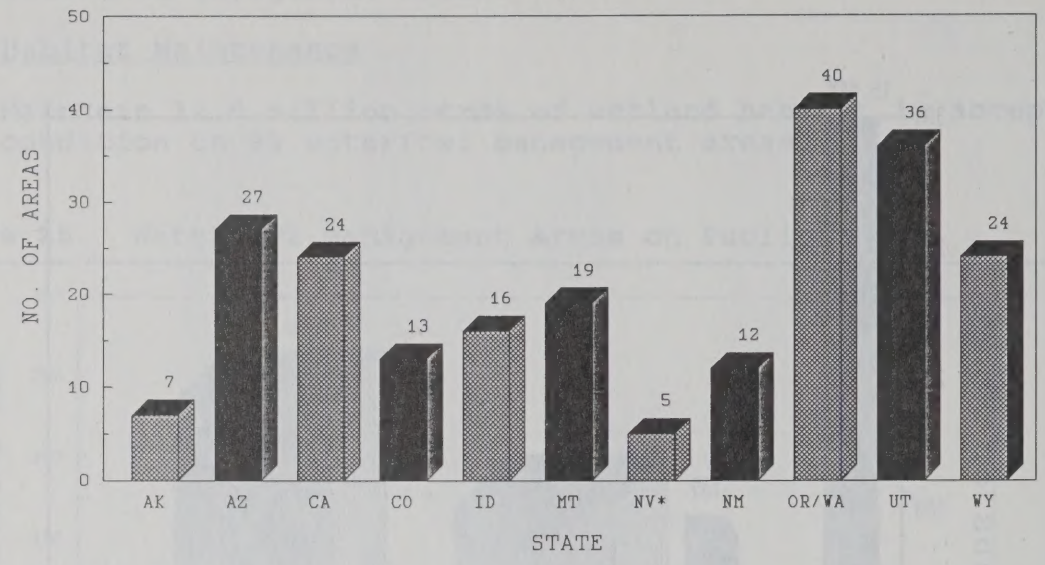
Source: Waterfowl Habitat Management Strategic Plan.

Figure 26. Acres of Wetland on Public Lands by State, 1988.



Source: Public Land Statistics

Figure 27. Key Raptor Habitat Areas on the Public Lands, 1988.



Source: BLM Raptor Habitat Team Report.

* Includes only two districts.

The raptor habitat goal as identified in Fish and Wildlife 2000 is to provide suitable habitat conditions for birds of prey on public lands through the conservation and management of essential habitat components, including habitat for prey species, especially in areas where birds of prey concentrate during some period of the year, or in important habitats where populations are suppressed.

The Raptor Habitat Management Strategy Plan approved in 1989 which was recently completed identifies 223 key raptor areas encompassing 13.5 million acres of public land. Of those areas approximately half are covered by site specific activity plans.

Figure 28. Status of Desert Bighorn Sheep Habitat on Public Land, 1988.

Source: Desert Bighorn Sheep Rangewide Plan.

Approximately 80 percent of the desert bighorn habitat in the U.S. is on public lands administered by BLM. Congress in 1985 recognized the need to address the continued decline of desert bighorn sheep populations in the southwestern United States through a challenge cost share (matching fund) appropriation. Since 1985 approximately $600,000 per year ($300,000 appropriated funds and $300,000 State and private funds) have been expended toward the recovery of desert bighorn sheep on public lands. A rangewide plan for desert bighorn sheep was approved in January 1988 which lays out specific goals and objectives to expedite recovery and maintenance of self-sustaining populations.

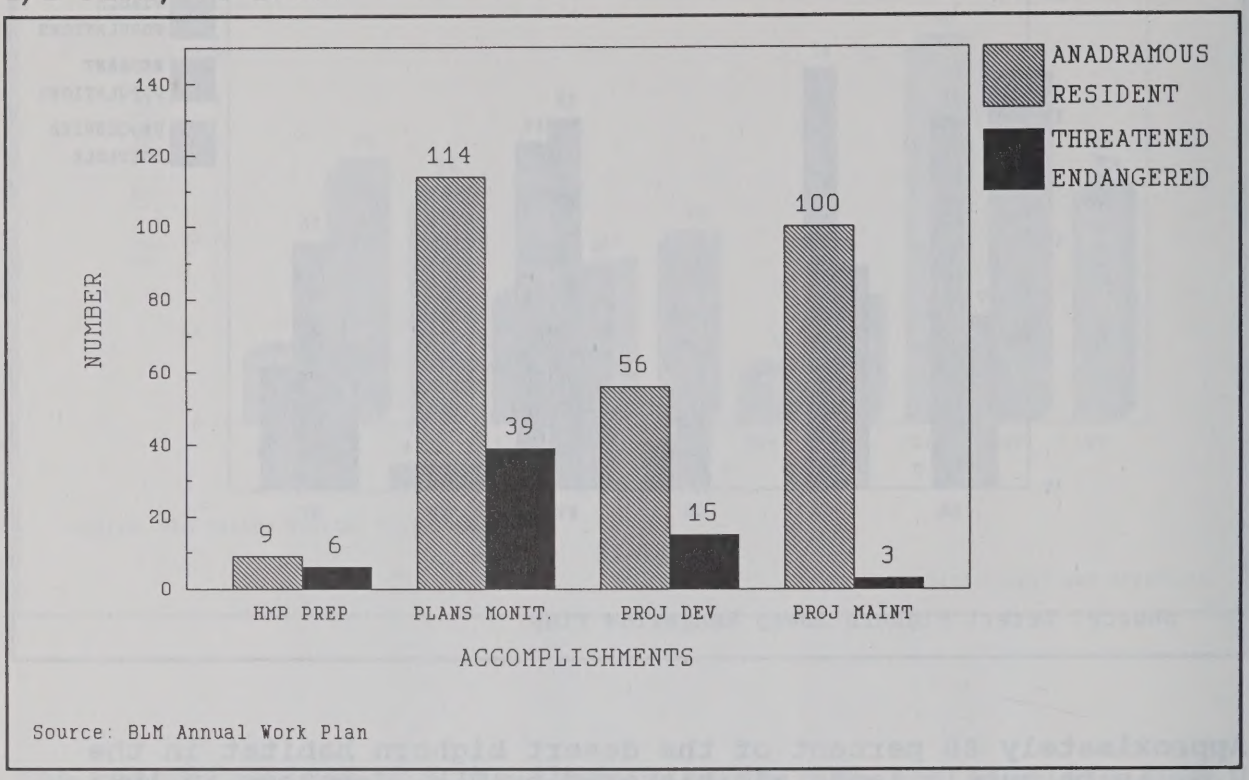
Goals:

- Maintain or enhance 32 habitat areas currently supporting viable populations of desert bighorn sheep.

- Enhance habitat on 60 habitat areas with remnant herds that are capable of supporting viable populations.

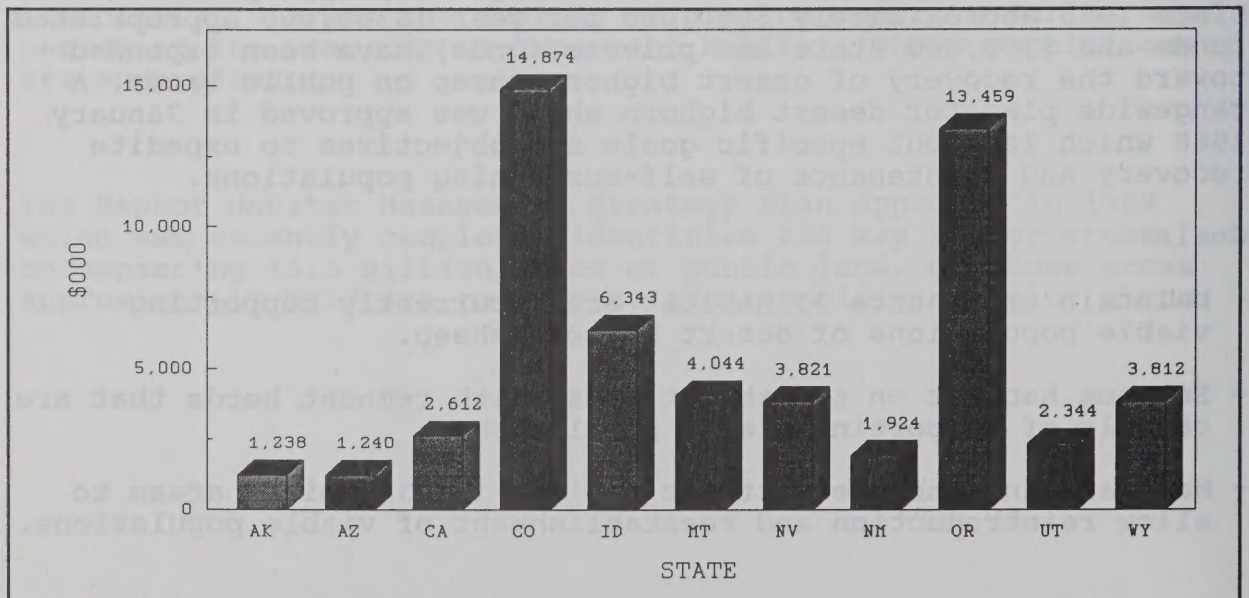
- Maintain and enhance historic habitat in 23 habitat areas to allow reintroduction and reestablishment of viable populations.

Figure 29. Units of Accomplishment for Anadromous, Resident, and T/E Fish, FY 1988.



Source: BLM Annual Work Plan

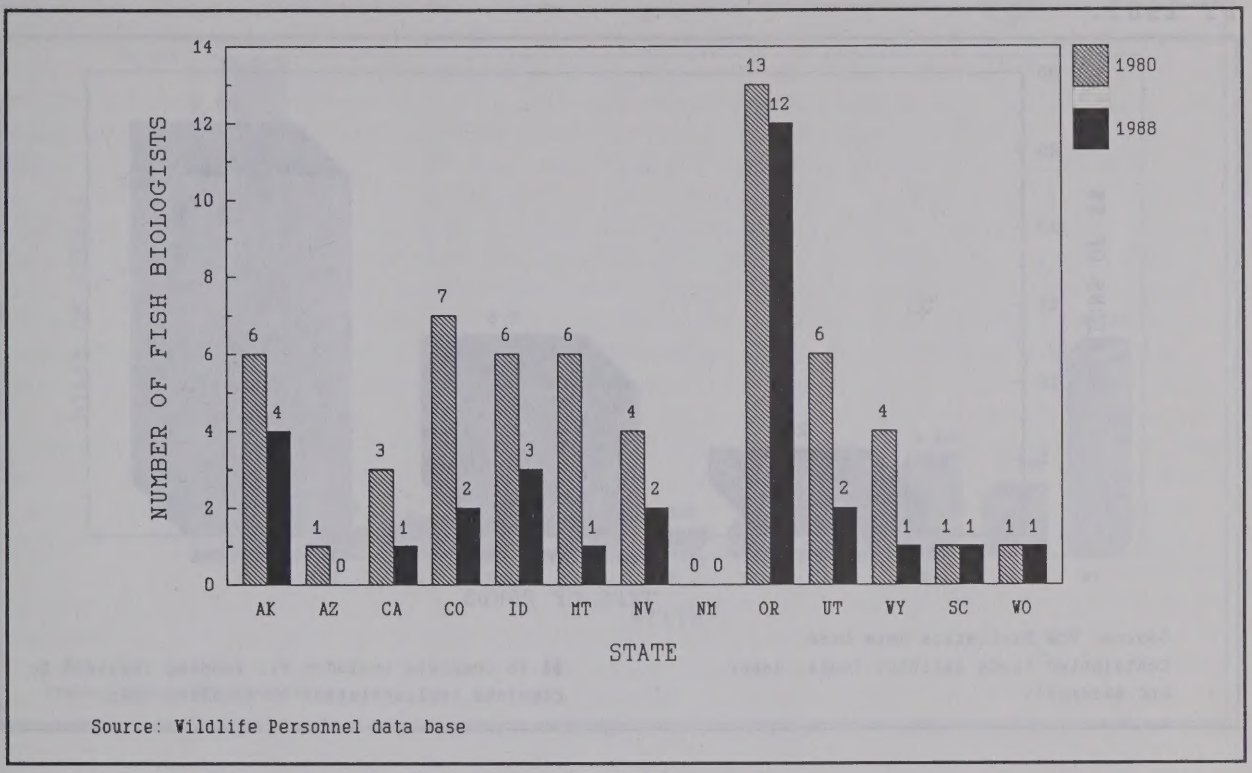
Figure 30. Value of Recreational Fisheries on Public Land.



Source: Public Land Statistics and 1980 and 1985 Survey of Hunting and Fishing.

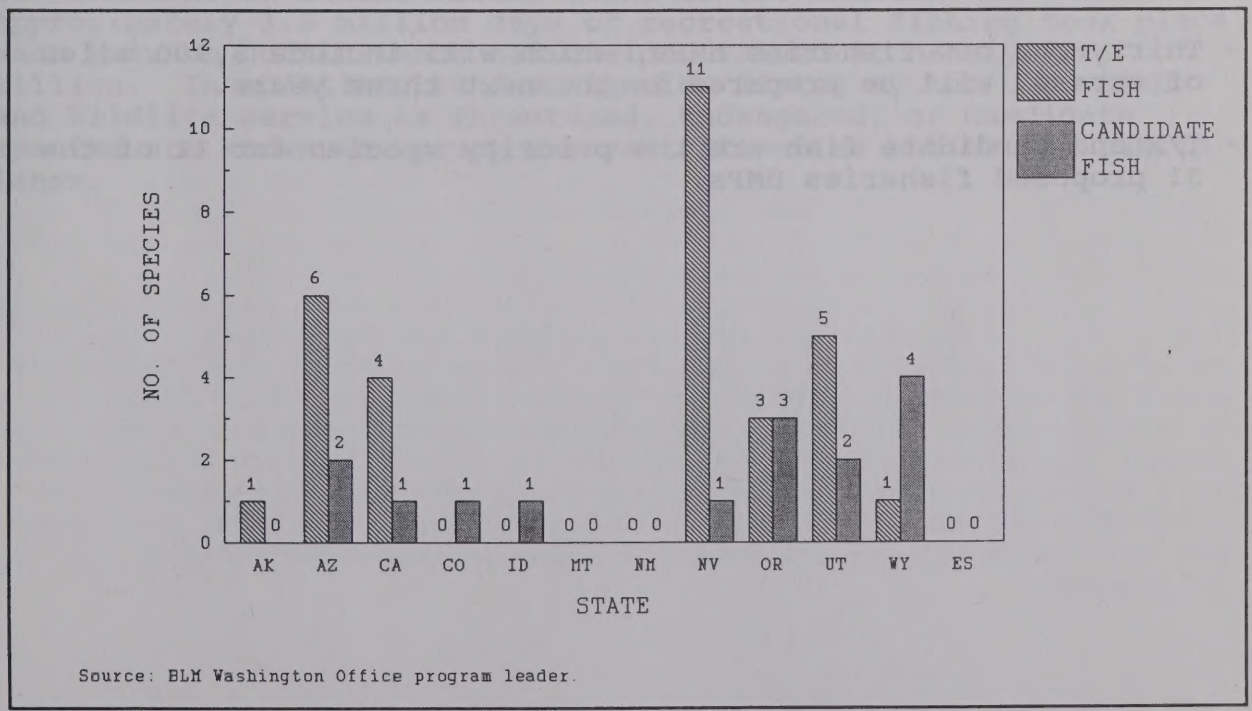
Commercial values for anadramous fish on BLM lands not included, est. at $40,000,000.

Figure 31. Fisheries Biologists by State Comparing 1980 to 1988.



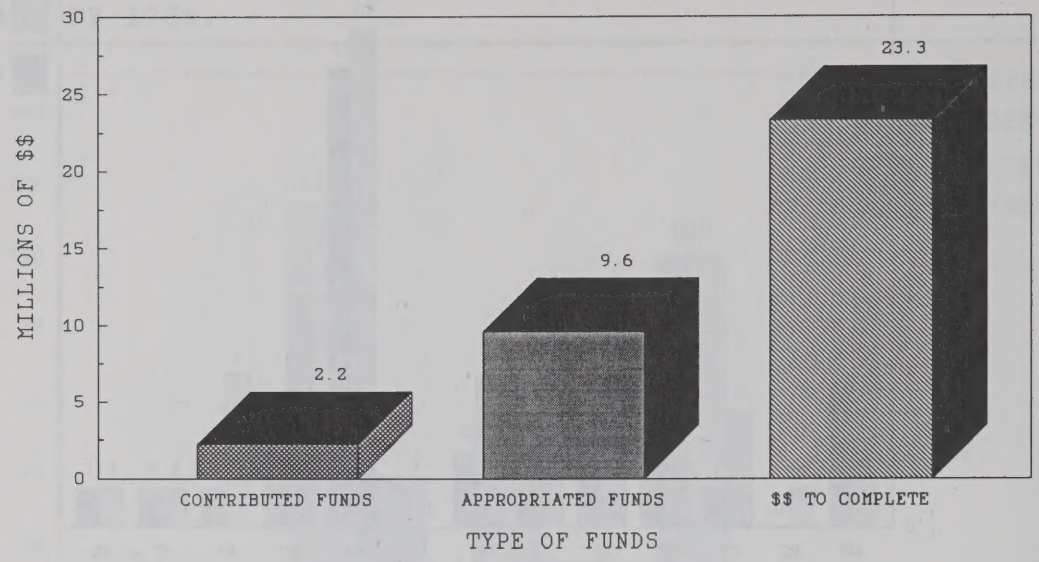
Source: Wildlife Personnel data base

Figure 32. T/E Candidate Fish on Public Lands, FY 1988.



Source: BLM Washington Office program leader.

Figure 33. Expenditures for Fisheries Related HMPs Through FY 1987.

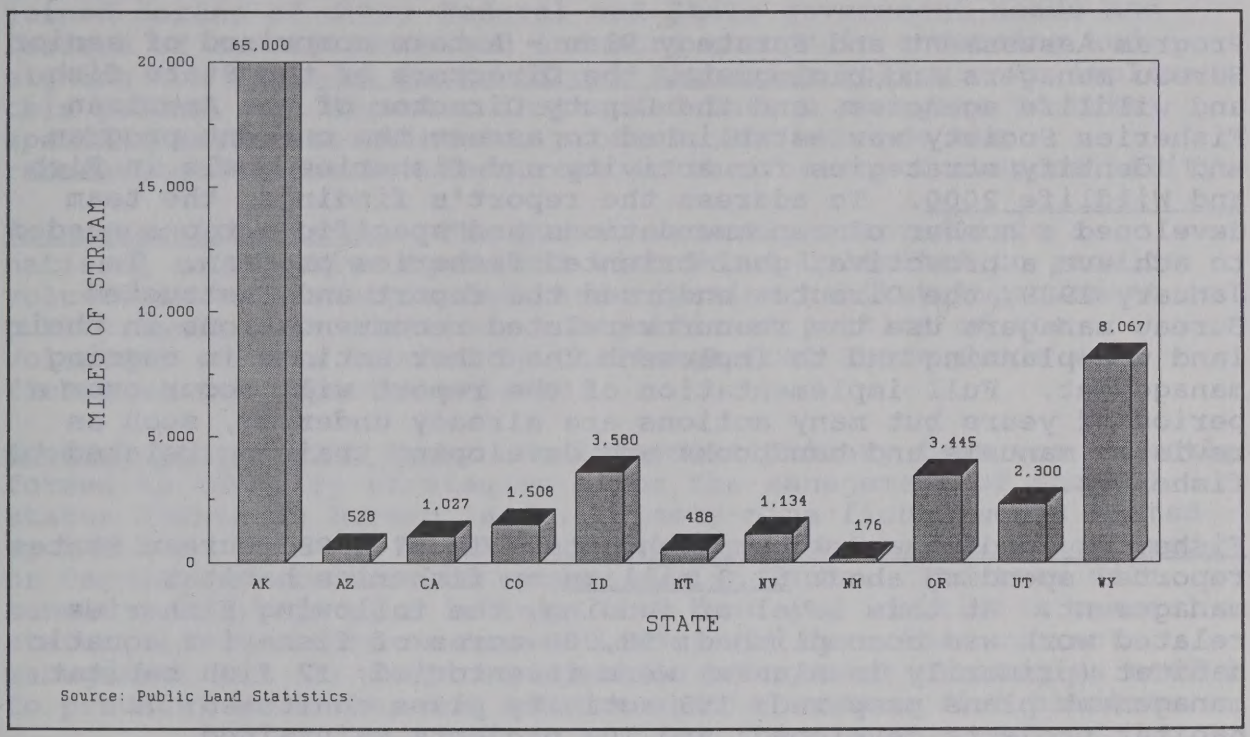


Source: HMP Statistics data base.
Contributed funds includes funds, labor and materials.

$$ to complete includes all funding required to complete implimentation of existing HMPs.

- Fish are the priority species in 106 (26 percent) of the 399 existing HMPs.
- Over 3,100 miles of stream are included within the 106 existing fisheries HMPs.
- T/E and Candidate fish are the priority species for 50 of the 106 existing fisheries HMPs.
- Thirty-one new fisheries HMPs, which will include 3,900 miles of stream, will be prepared in the next three years.
- T/E and Candidate fish are the priority species for 11 of the 31 proposed fisheries HMPs.

Figure 34. Miles of Fishable Stream on BLM Land by State.



The BLM manages nearly 85,000 miles of stream fish habitat, 4,000,000 acres of lakes and 173,000 acres of reservoirs. These resources are economically important to individuals and local communities, provide recreation to the American people, and contribute to the scientific and social well-being of the country. Over 58 million pounds of anadromous fish spawned on public lands in the Pacific Northwest are harvested by commercial fishermen at an annual market value of $40 million. Approximately 3.5 million days of recreational fishing took place each year on public lands nationwide, valued at nearly $56 million. In addition, 99 fish species listed by the U.S. Fish and Wildlife Service as Threatened, Endangered, or Candidate species are known to occupy the vast fisheries habitat on public lands.

FY 1989 Program Highlights - Fisheries

Program Assessment and Strategy Plan - A team comprised of senior Bureau managers and biologists, the Directors of two State fish and wildlife agencies, and the Deputy Director of the American Fisheries Society was established to assess the current program and identify strategies for activity and fisheries goals in Fish and Wildlife 2000. To address the report's findings, the team developed a number of recommendations and specific actions needed to achieve a proactive, goal-oriented fisheries program. In January 1989, the Director endorsed the report and instructed Bureau managers use the resource-related recommendations in their land use planning and to implement the other actions in ongoing management. Full implementation of the report will occur over a period of years but many actions are already underway, such as revising manuals and handbooks and developing training related to fisheries.

Fisheries Funding and Accomplishments. In FY 1988, Bureau States reported spending about $1.3 million on fisheries habitat management. At this level of funding, the following fisheries related work was accomplished: 58,000 acres of fisheries aquatic habitat (primarily in Alaska) were inventoried; 12 fish habitat management plans prepared; 153 activity plans monitored; 71 habitat projects developed; and 103 projects maintained.

In 1989, Congress earmarked an additional $750,000 for the Bureau's fisheries program. As a result of this increase and the greater internal emphasis on fisheries, it is estimated that about $2.4 million will be expended in FY 1989 to inventory 313,000 acres of fisheries aquatic habitat (mostly in Alaska); prepare 22 new HMP's; monitor 284 activity plans; develop 91 new projects; and maintain 88 existing projects. In addition, certain BLM State offices have committed to hiring a total of seven new fisheries biologist (Idaho = 2; Alaska = 2; California = 1; Colorado = 1; Wyoming = 1).

Anadromous Fish Strategy Plan. In 1987, a strategy plan for the management of anadromous fish habitats was prepared. This report, titled Anadromous Fish Habitat on Public Lands, outlines strategies and specific objectives for inventory, habitat project development and maintenance, improved management actions, monitoring, research, and habitat acquisition to be achieved in the next twelve years (1989-2000). Full implementation of these strategies require an expenditure of some $25 million.

Within the funds appropriated in FY 1989 for fisheries, approximately $1.1 million dollars will be used to implement the needs identified in this plan. Actions include inventorying several hundred miles of salmon streams accessible from the Alaska Pipeline road system; a fish ladder in western Oregon that will open nearly 100 miles of spawning and rearing habitat previously blocked by a falls; and developing spawning channels and rearing pools for salmon and steelhead in Idaho and California.

National Recreational Fisheries Policy. The Director recently joined dozens of other Federal and State government heads and leaders of constituency and industry groups in endorsing and signing the National Recreational Fisheries Policy. To implement this policy, the Director instructed Bureau managers to take specific action to maintain, protect, and enhance the recreational fisheries resources in their area of responsibility.

Volunteer Assistance. The Bureau recently entered into a national cooperative agreement with Trout Unlimited to provide volunteers to assist in fish and riparian habitat improvement on public lands. In addition, a significant portion of the volunteer efforts matched by Challenge Cost Share funds were fisheries and riparian-related.

Special Status Fish Team. An interdisciplinary team was recently formed to identify strategies a for the management of special status fishes on Bureau lands. Ninety-nine fish species listed by the U.S. Fish and Wildlife Service as Threatened, Endangered, or Candidates are know to occupy public lands. The team will submit a strategy plan in late 1989 that (1) identifies special status fish habitats on Bureau lands; (2) describes current management and (3) outlines specific management strategies needed to protect, maintain, and enhance special status fish habitats.

Riparian Area Management

Since 1985, the Bureau has undertaken a riparian management initiative to focus appropriate attention and commitment on interdisciplinary management of riparian areas administered by BLM. Because of the many values and benefits of healthy riparian systems, the initiative emphasized a multidisciplinary approach to riparian management, involving the traditional programs such as wildlife, watershed, and soil management, but also range, forestry, lands, and recreation. The following actions have occurred to set this initiative in motion:

Program Priority. The FY 86-89 Annual Work Plan directives to the field offices established management of riparian/wetland areas as one of the highest priorities in the Bureau's fish and wildlife, watershed, and range programs. The current program includes input of riparian considerations into land use and activity plans, riparian area monitoring, and habitat improvement projects.

Riparian Policy. In January of 1987, the Bureau Director signed a Riparian Area Management Policy, which stresses the interdisciplinary, multiresource character of riparian area management. This policy is currently being incorporated in the Bureau Manual System to assure that all programs - range, watershed, forestry, lands, minerals, etc. take into consideration riparian areas when conducting their program activities. In addition, several BLM State Offices (OR, ID, MT, UT, AZ, WY) have developed Supplemental Riparian Policies.

Internal and External Awareness. There has been increased "riparian consciousness" among BLM resource specialists and managers and public land users through BLM-sponsored workshops and tours. For example, a Bureau sponsored course titled "Coordinated Riparian Area Management" was recently attended by more than 100 BLM managers and resource specialists in St. George, Utah. The course will be presented at least twice in 1989 and perhaps four more times in 1990 in various locations throughout the Bureau.

Also, public information materials on riparian management, including fact sheets, videos, slide shows, and displays, have been distributed to field offices.

Grazing Management. There has been increased emphasis and application of the "riparian pasture concept" in which livestock grazing is permitted only when and where it is compatible with maintaining or enhancing riparian habitat values. Successes in achieving riparian management objectives with grazing systems have been documented by BLM in Wyoming, Oregon, Montana, Colorado, and Idaho.

Demonstration Areas. The BLM Director has required that each District Office develop at least one riparian demonstration area, where the best management practices and instream habitat improvement work have been or will be implemented. The success of this effort was illustrated in July, 1988 when the Western Division of the American Fisheries Society picked 20 BLM riparian improvement projects as winners in their "riparian excellence" program. In all, more than 160 riparian projects were entered by BLM field offices into the AFS program.

Riparian Funding In June 1988, BLM State Offices reported spending $3.1 million on riparian area management, primarily in the wildlife and fisheries, watershed, and range programs. At this level of funding, 250,000 acres of riparian areas were inventoried; 639 activity plans were monitored; 57 new activity plans were prepared that included riparian objectives; 597 riparian projects were developed; and 459 existing projects were maintained.

In FY 1989, Congress appropriated an additional $1.5 million in the range and watershed programs. As a result, an estimated $4.7 million will be expended by Bureau programs to accomplish the following riparian related work: inventory 320,000 acres; monitor 715 activity plans; prepare 117 new activity plans; develop 690 new projects; and maintain 546 existing projects.

GAO Report Follow-up. In June, GAO submitted a report to Congress titled, "Some Riparian Areas Restored but Widespread Improvement will be Slow". GAO recommended that the Bureau (1) establish finite, measurable goals for riparian areas targeted for restoration, and (2) annually measure and document specific progress being made to achieve those goals. In responding to these recommendations, the Bureau said that State riparian management strategies would be used to establish management goals, identify funding and staffing needs, and track progress. Each State has been required to prepare and submit a two-part assessment of needs and approaches to riparian management.

Part 1, focuses on identifying funding needs and providing information to the Washington Office and Congress. To be estimated are costs, accomplishments and staffing needs required to meet State riparian objectives over the next five years. Part 2 is a long range strategy for implementing on-the-ground actions and increasing public awareness and support. States are required to complete their long range riparian strategies by the end of FY 1989.

VIII.THREATENED/ENDANGERED SPECIES COMPONENT

The Bureau's T/E species management is designed to comply with the requirements of the Endangered Species Act to avoid jeopardizing the continuing existence of T&E species and help bring about their recovery. Emphasis is on maintaining the collection of baseline data and cooperative studies to develop and implement management plans, and on activities to help prevent proposed or candidate species from being listed as threatened or endangered. It also requires use of such data to ensure that Bureau actions do not jeopardize T&E species so that other resource development programs can move ahead without unnecessary delays.

There are some 620 plant species and 250 animal species that occur on public lans that are candidates for listing as T/E.Where such species occur, management directives and actions will be identified in the land use planning process and in development of habitat management or other resource management plans.

Preserving existing habitat, restoring degraded habitats, and participating in other actions to manage these species in a manner that listing as T/E is unnecessary, are high priorities.

T/E species are those that are officially listed by the Fish and Wildlife Service or National Marine Fisheries Service as threatened or endangered.

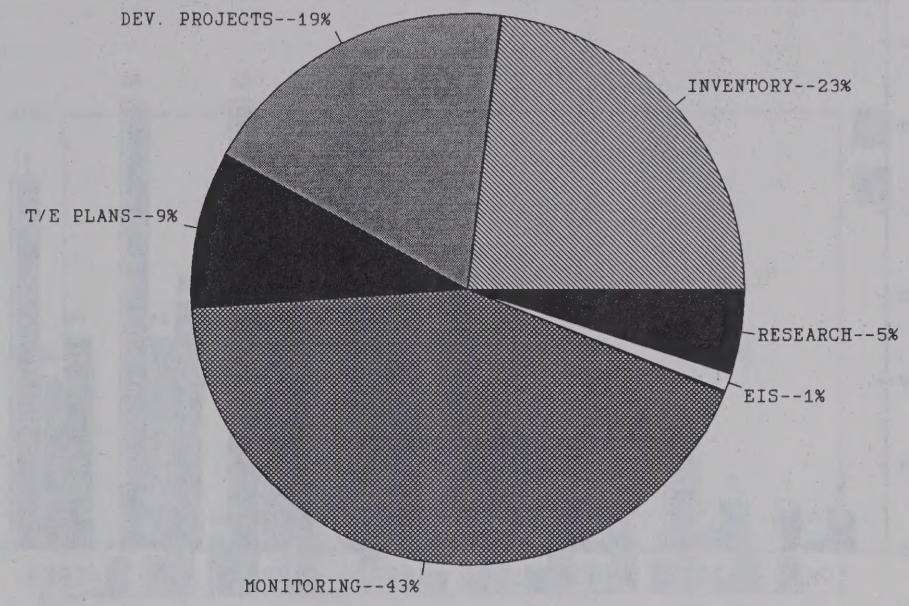
Candidate species are those plants and animals included in Federal Register "Notices of Review" that are being considered by the Fish and Wildlife Service for listing as threatened or endangered. The public review is intended to gain additional information from all sources on the species that are "candidates" for listing. Lists have been published for plants, vertebrates and invertebrates. Each list has three primary categories. These are:

Category 1. Taxa for which the FWS has the information needed to substantiate the need for listing. Listing proposals are either being prepared or have been delayed by higher priority listing work.

Category 2. Taxa for which the FWS has information to substantiate that listing may be necessary. Additional information is being collected.

Category 3. Taxa that are no longer being considered for listing. The reasons may be extinction, not meeting the definition of "species", or that the species is more abundant than previously thought.

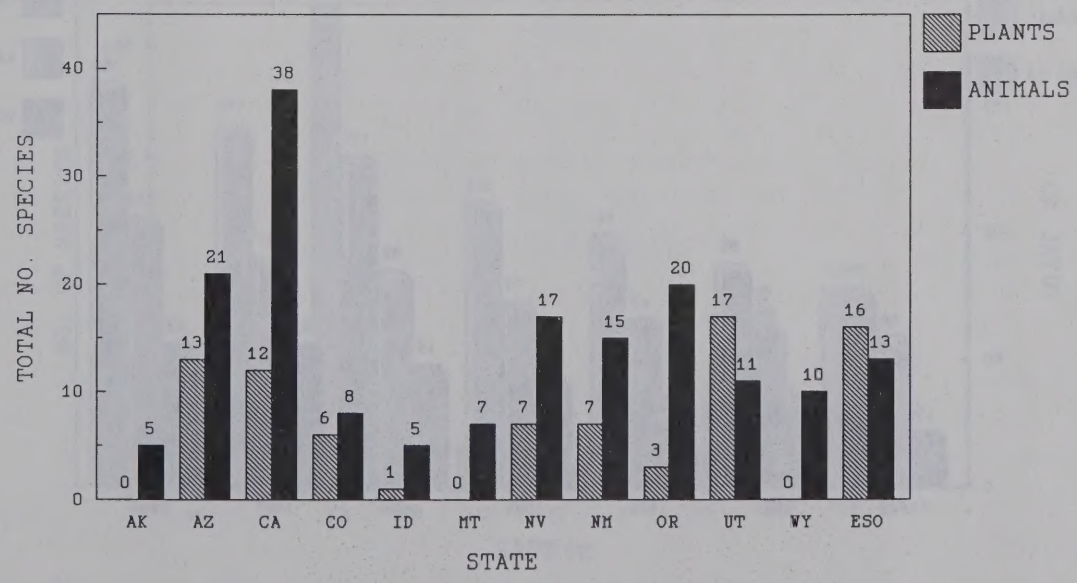
Figure 35. Expenditures for FY 1988 for 4352.



Source: BLM Financial Management System.

Based on FY 1988 total expenditures for T/E of $4,300,000.

Figure 36. T/E Species in Each BLM State.



Source: BLM Washington Office program leader.

Figure 37. Annual T/E Species Listing by FWS.

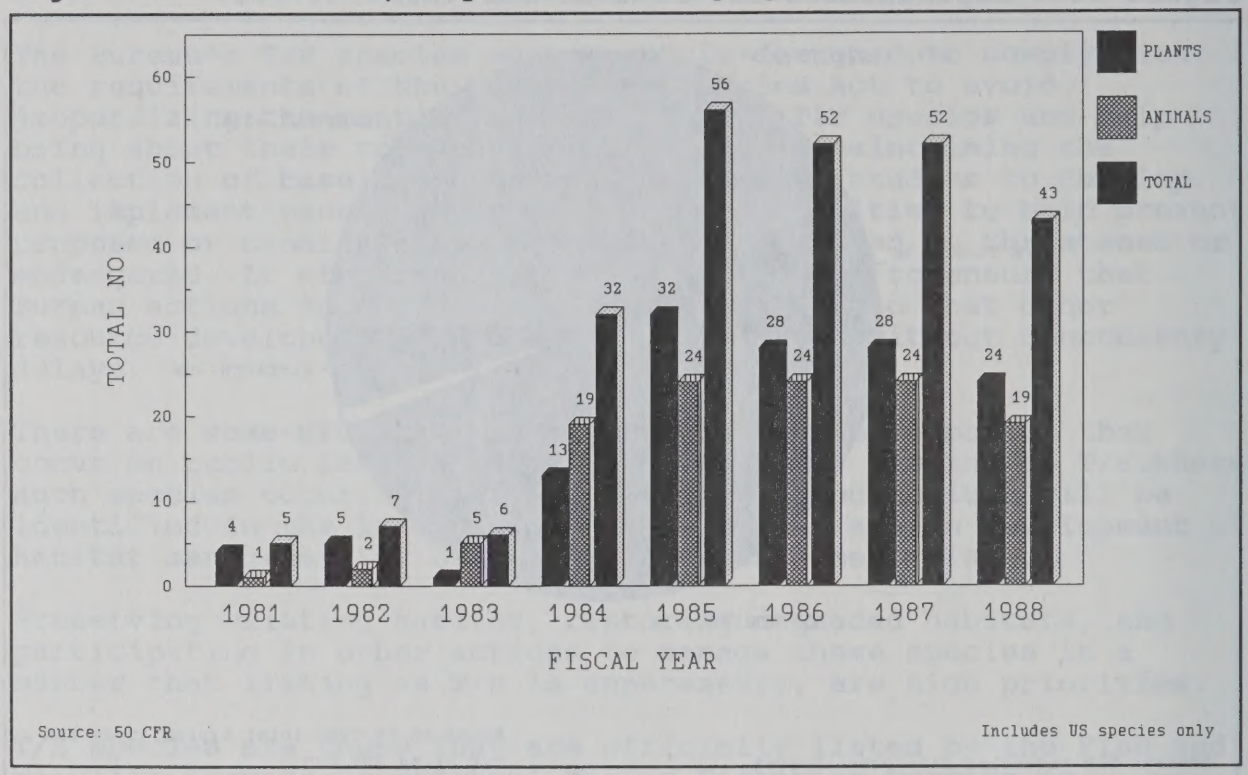


Figure 38. Trend in Listed Species on BLM Since 1982.

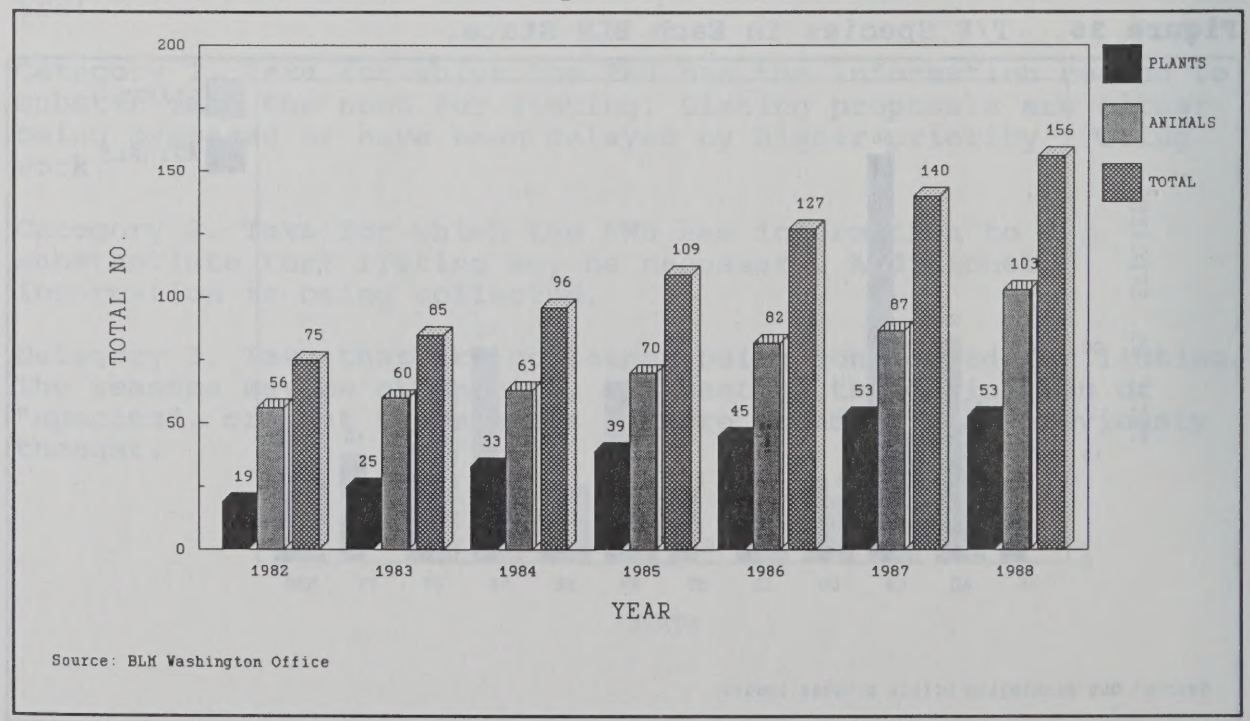
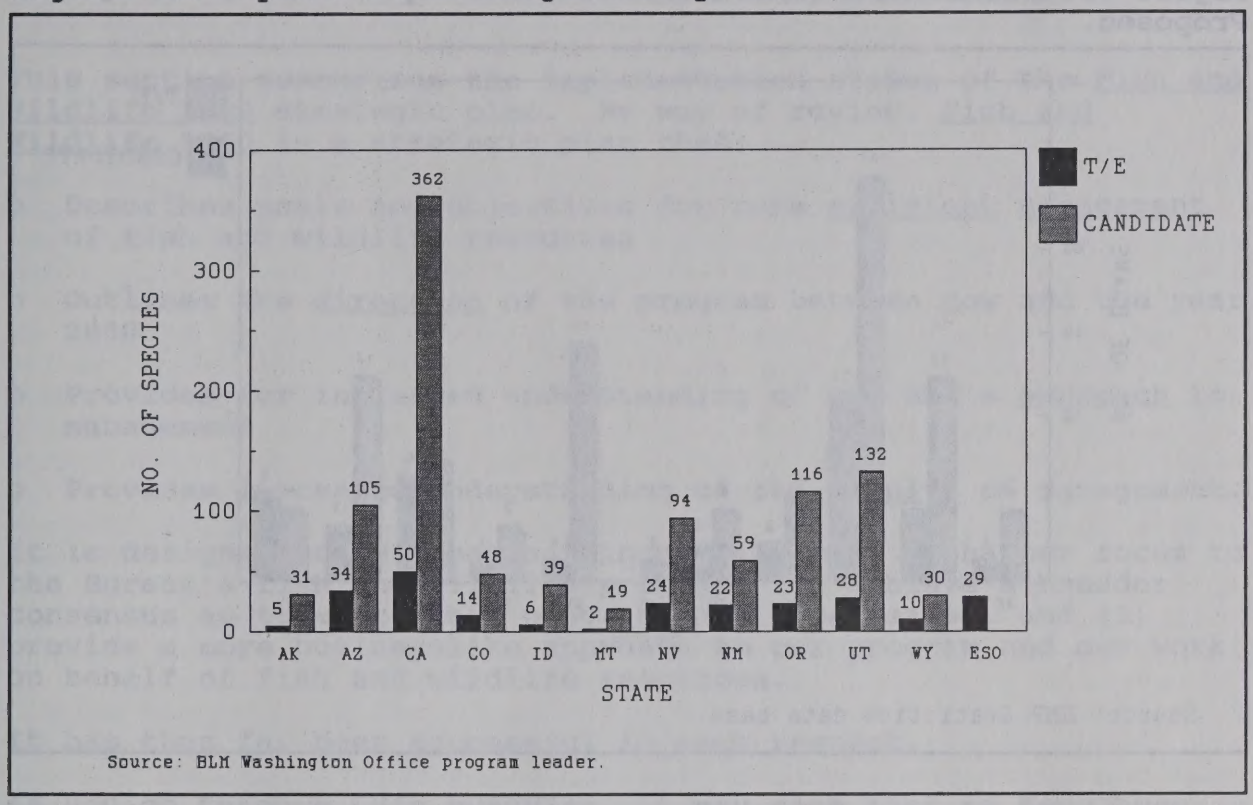
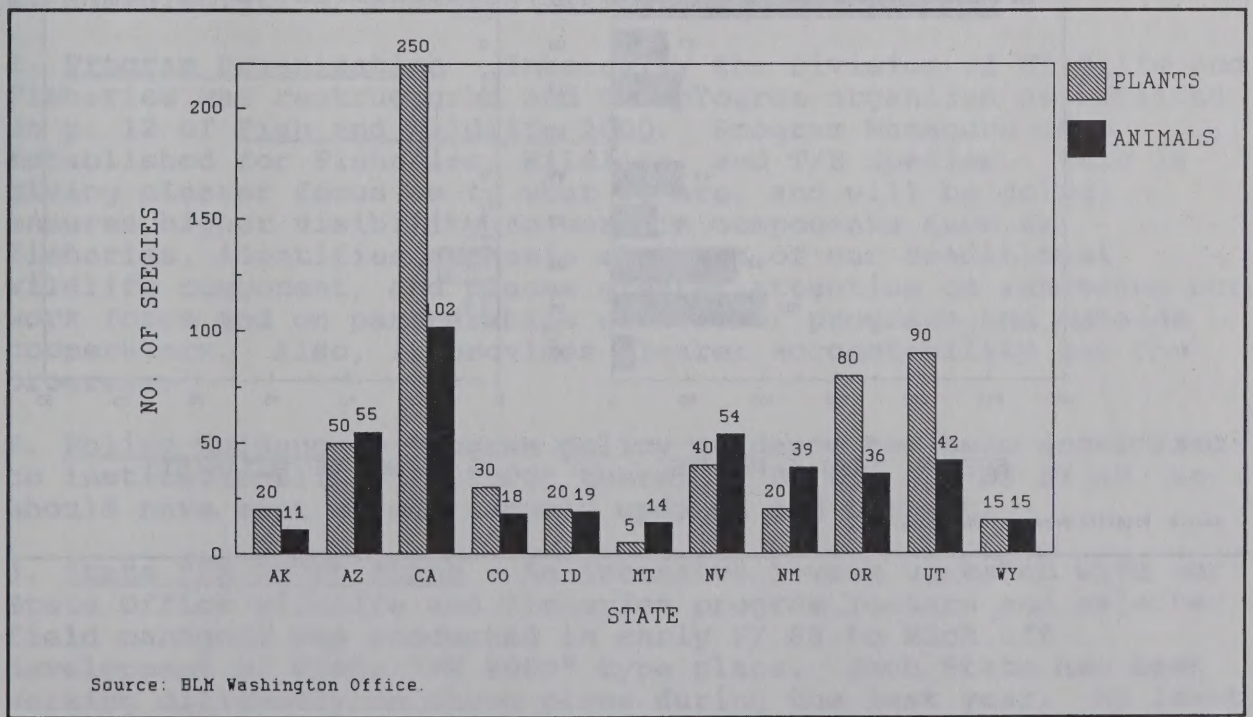


Figure 39. Special Status Species by State, FY 1988.



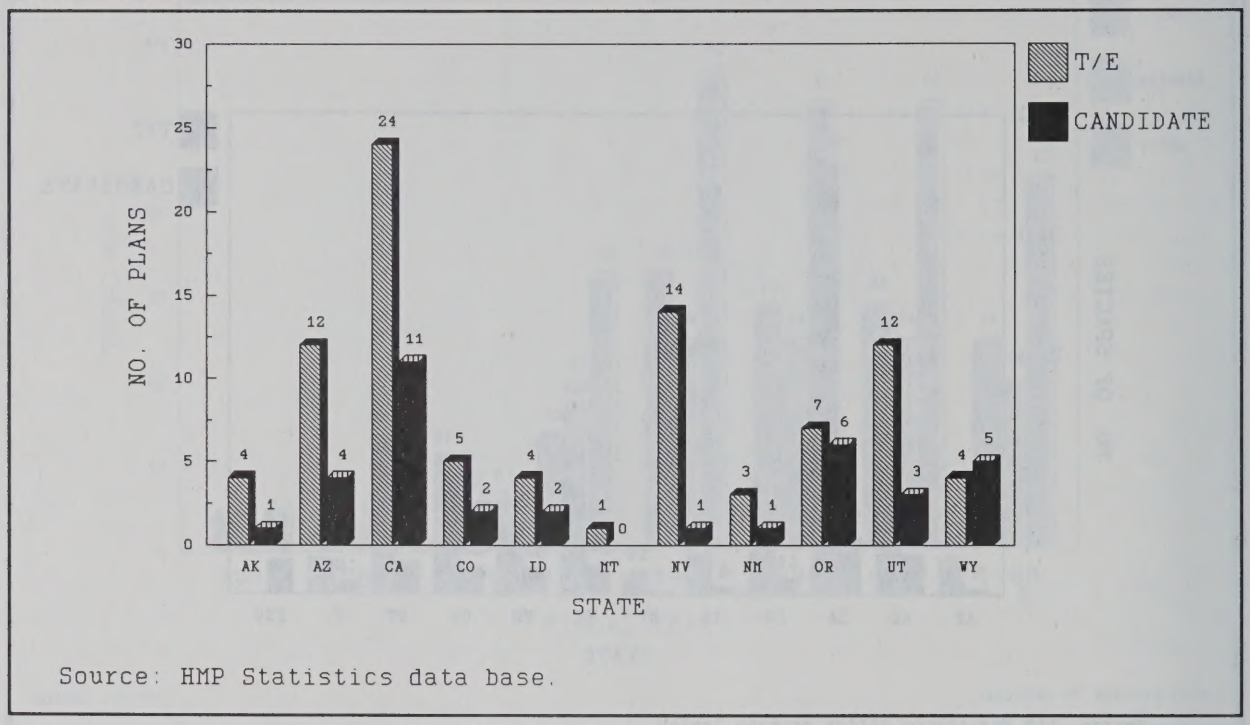
Source: BLM Washington Office program leader.

Figure 40. Candidate Species on Public Land, FY 1988.



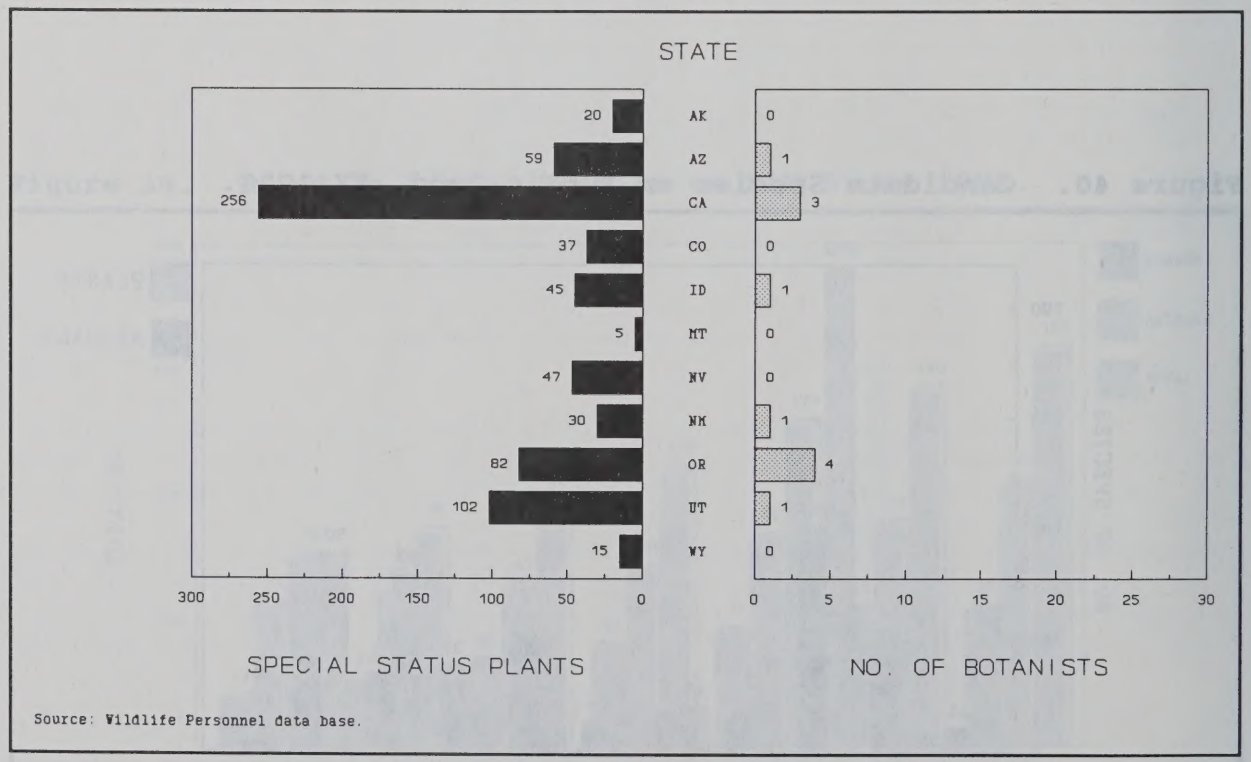
Source: BLM Washington Office.

Figure 41. HMPs for T/E and Candidate Species, Existing and Proposed.



Source: HMP Statistics data base.

Figure 42. Special Status Plants Versus Botanists by State.



Source: Wildlife Personnel data base.

IMPLEMENTATION STATUS - FISH AND WILDLIFE 2000

This section summarizes the implementation status of the Fish and Wildlife 2000 strategic plan. By way of review, Fish and Wildlife 2000 is a strategic plan that:

- Describes goals and objectives for more efficient management of fish and wildlife resources
- Outlines the direction of the program between now and the year 2000
- Provides for increased understanding of the BLM's approach to management
- Provides increased understanding of the results of management.

It is designed to do 3 basis things: (1) bring a sharper focus to the Bureau's fish and wildlife program, (2) achieve a broader consensus as to where this program should be headed, and (3) provide a more businesslike approach to our program and our work on behalf of fish and wildlife resources.

It has thus far been successful in each respect.

As you go through this overview, it may seem that we have been placing a lot of emphasis on preparing strategies and paperwork. Indeed, there has been a lot of focus on that for the initiatives that are highlighted herein. We believe that unless we think out up front where we want to go, and how we want to do business differently, we'll achieve few of the objectives in "FW 2000" or otherwise. It is essential that we know where we are trying to go and how we'll get there.

I. Administrative/Managerial Initiatives

1. Program Organization - Internally the Division of Wildlife and Fisheries was restructured and the program organized as outlined on p. 12 of Fish and Wildlife 2000. Program Managers were established for Fisheries, Wildlife, and T/E Species. This is giving clearer focus as to what we are, and will be doing, ensures higher visibility to certain components such as fisheries, identifies emphasis elements of our traditional wildlife component, and places greater attention on enhancing our work force and on partnerships with other programs and outside cooperators. Also, it provides clearer accountability for the program.

2. Policy Guidance - Program policy guidance has been modernized to institutionalize "FW 2000" therein. By the end of FY 89, we should have most of our manuals updated and current.

3. State "FW 2000" Plans - An intensive 1-week workshop with our State Office wildlife and fisheries program leaders and selected field managers was conducted in early FY 88 to kick off development of State "FW 2000" type plans. Each State has been working diligently on these plans during the last year. At least

two are completed and the others are near completion. These plans will provide key building blocks for the future, including the budget process, and a cohesive blueprint for the program at that level of the organization.

4. Crosswalk to the Budget - A concerted effort was made to the "FW 2000" implementation to the budget process, especially in the FY 90 budget justification. We have scheduled additional work in early FY 89 to further address implementation costs and to refine integration with the budget at the field and WO levels.

5. Increasing Outside Investments - In connection with efforts on the budget, a special team was formed in 1986 to identify opportunities and strategies for increasing outside investments in fish and wildlife related work on BLM lands as well as for dealing with problems associated with such increases. This has helped to bring greater attention to the development of partnerships with a host of organizations as well as more than doubling investments from sportsmen's groups and others (from $1 million in FY 86 to over $2 million in FY 88). This also has enabled us to better capitalize on the challenge cost share funds made available from the Congress. We are optimistic that investments of money, labor, and materials will continue to increase. Since February 1988 for example, we have signed MOUs with Rocky Mountain Elk Foundation, Quail Unlimited, National Wild Turkey Federation, the Foundation for North American Wild Sheep, Trout Unlimited, and the Mule Deer Foundation.

6. Human Resource Development - Special attention was focused on the work force. In October 1987, an interdisciplinary team of BLM biologists, managers, and personnel specialists that we established several months earlier, completed a report and recommendations on enhancing career development and enriching the job experience of our biologists. This action was initiated to provide a workable set of strategies because our biologist work force is mature in nature in that most of them have been in place several years and there are no young or lower-grade biologists coming up through the ranks. We are currently working closely with our Office of Personnel and the Bureau's Human Resource Development Committee in implementing the team's recommendations.

II. Program Initiatives. As was identified in the Implementation Summary in "FW 2000", several interdisciplinary teams were established to formulate strategies and action plans for achieving many of the program objectives. This approach enables us to tap top biologists, managers, and others.

A. Fisheries

1. Anadromous Fish Habitat Management. Recognizing that BLM administers extensive habitats in the Pacific Northwest for salmon and steelhead, and in recognition of the commercial and recreational importance of these species, a team of biologists and managers was formed to develop strategies for implementing the anadromous fish objectives in "FW 2000." The team outlined a 12-year program costing about $25 million over the next 12 years with returns of 2.5 times investment costs, not counting important social, biological, and scientific values to be

realized. The actions in that plan are being implement on a small scale within the financial constraints of the budget.

2. Bureau Fisheries Habitat Management Team - For over a year, a team which includes Directors of 2 State fish and wildlife agencies (Nevada and Utah) and the American Fisheries Society, has been conducting an assessment of our current program and identifying strategies for achieving the fisheries objectives in "FW 2000." The team's report and recommendations were completed and approved by the Director in January 1989.

3. Riparian Management - Progress on implementing the Riparian Policy signed by the Director has been made, the recent GAO Report notwithstanding. The Division of Wildlife and Fisheries staff works very closely with the range and soil, water and air staff, with various riparian related teams and work groups, and with field staff via workshops and otherwise, in providing direction and guidance to field staffs. Management of riparian areas is just good business for rangelands, livestock grazing, and fish and wildlife. We will continue to work diligently within the Bureau to bring about better management on these crucial areas.

4. T/E Fisheries Habitat Management - Currently, there are some 100 species of fish federally listed as T/E or as candidate species. To help us formulate better strategies for dealing with these species in a proactive manner, we established a team comprised of desert fish experts and others. We expect the report and recommendations of that team to be available in about one year.

B. Wildlife

1. Waterfowl Habitat Management - We have devoted a great deal of effort to identifying strategies for achieving our waterfowl goals in "FW 2000" and how we will integrate with the North American Waterfowl Plan. This plan was completed and approved by the Director in January 1989.

2. Raptor Habitat Management - We implemented over a year ago, an effort for raptors along the lines of our initiative for waterfowl. As many of you know, BLM lands contain some of the world-renowned habitats for birds of prey. This plan also was completed and approved in January 1989.

3. Desert Bighorn Sheep Rangewide Plan - A rangewide management plan for desert bighorn that encompasses 6 States was completed and approved in January 1988. This is the first such interstate, rangewide plan in the history of our program. The significance of this plan is reflected in the fact that BLM manages 80 percent of the habitat for this species. This plan is being implemented within the constraints of the budget.

4. Watchable Wildlife - As a means to expand nongame activities, our outreach to the public and our cooperation with others, a "watchable wildlife" initiative is being implemented on BLM lands. The Defenders of Wildlife (DOW) have been instrumental in our decision as we were favorably impressed with what we

considered an experimental effort with Defenders in Oregon, specifically the "Wildlife Viewing Guide" spearheaded by DOW. Plans are to build on this initial effort by identifying and implementing viewing opportunities elsewhere.

5. Animal Inn - We have joined hands with our Division of Forestry, the Forest Service, and others to implement and promote "Animal Inns" which is designed to safeguard snags and certain trees that provide homes for nongame and other wildlife.

C. Threatened/Endangered Species

1. Desert Tortoise - In 1986 a team of BLM biologists and managers plus a representative of a State wildlife agency, was established to formulate an approach to ensuring viable populations of desert tortoises. In 1987, the Director endorsed the team's report and recommendations. In November 1988, a rangewide management plan was completed and approved for the four-state area involved. Also, a Management Oversight Group was established to guide future efforts and better ensure interagency coordination of research, studies, and on-the-ground management.

2. Special Status Plants - Some 45 listed T/E plants and some 650 candidate plant species occur on BLM lands. Management, at least in a proactive sense, for these species, poses significant challenges. Now that certain other BLM teams have their assignments, we have established a team to formulate strategies for implementing the "FW 2000" objectives as they relate to plants. We are hopeful that the team can come up with strategies and approaches that will enable us to mount proactive efforts for a large number of these plants simultaneously rather than having to complete a series of special actions for each and every one of the federally listed and candidate species. Whether or not we will be able to do this remains to be seen.

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